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Adult learners, educational change and public libraries in the Netherlands, 1969-1991



Thesis presented for the degree of Doctor of Philosophy
in the Faculty of Education and Language Studies, Centre for Education Policy
and Management

by

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Abstract

This study examines the extent to which the educational potential of public libraries was recognized by the educationalists and politicians attempting to open up educational opportunities in the Netherlands in the period 1969-1991, and by the library profession itself in its reaction and responses, and demonstrates that the full realization of the educational potential of public libraries depends not on the vision and will of the library profession alone, nor entirely on the attitudes of adult educators. The governmental structure within which libraries are situated, the relation of this to the structure for the education of adults, and political and economic circumstances are also crucial factors.

The study is thus concerned with the history of an idea (the concept of continuing education) and the reaction of a profession to this idea and its implementation. The latter is traced in terms of the profession's views on its own role and contribution to the introduction of educational change, and the extent to which it failed or succeeded in its response. The emphasis is on libraries in relation to educational change rather than educational change *per se*, and principally on non-traditional students. The study is both descriptive and analytical, operating at the societal as well as the institutional level.

Although the period under review is 1969-1991, from time to time earlier periods are touched on, as necessary background. Similarly, although the study is situated in the Netherlands, occasional comparisons (direct or implicit) are made with Great Britain.

The method used is that of systematic literature review. A strong secondary aim of the study was to open up the literature on the topic, which is mainly in the Dutch language. This has been done by detailed summarizing and quoting (in translation) of the relevant documents.

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- All those in the Netherlands who gave so generously of their time during my study tour, and in particular the late Ger van Enckevort of the 'Open universiteit', Dr. Barry Hake of the University of Leiden, Frans Stein of the NBLC, and Hans van Houte, former Director of the NCVO, who not only coordinated my visit, but provided much information, and has continued to keep in touch; to Dr. A.B.A. Schippers, first Librarian of the 'Open universiteit' and Mariëtte J.L. Schrader, formerly of Tilburg Public Library, for sharing their interests with me, without which I would not have had the idea for the study.

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1 Introduction and methods

In the Western world the last thirty or so years have seen far-reaching changes with regard to education for adults. Much of the revised thinking, in educational terms, has arisen from the rapid changes which have occurred in society, and is encapsulated in the concept of 'permanent', 'lifelong' or 'continuing' education. Inherent in this concept are two key issues. Firstly there is the need for people to be able, throughout life, to acquire and use skills and information in order to adapt to, and keep pace with, change. Secondly there is the need for a comprehensive system of education for adults to make this possible.

There has been a steady pressure for the extension of educational opportunities for adults, including increased part-time opportunities for mature students. Alongside this, a changing philosophy of education for adults, with more emphasis on flexibility, independence and autonomous learning, has resulted in changes of methodology and the introduction of non-traditional patterns such as open and distance learning. Political factors and economic pressures have, as always, also played their part.

These trends have occurred in many Western European countries. Working as I did in the British Open University almost from its inception, I was made aware of some of them, particularly the founding of other open universities. Some countries turned to the British Open University for advice, or made a study of it when planning open universities of their own, or looking at other aspects of the educational needs of adults. All these things were true in the case of the Netherlands. My own interests in developments there were first aroused when

the newly founded Dutch 'Open universiteit'¹ sent staff (including library staff) to the British Open University for training, and further stimulated following a visit to the 'Open universiteit' arising from this initial contact. Additional interest was awakened by a chance encounter at an IFLA conference with someone working in Dutch public libraries, responsible for outreach work with adults, who had used some of my research work into public libraries and adult independent learners as a basis for work of her own, and by the fact that an article arising from my work (Dale 1979) had been picked up in the Netherlands, translated and published in the professional press². Gradually I came to realise that there were points of similarity and of difference between the two countries as far as developments in education for adults were concerned, that both seemed to have had some debate over the role of public libraries in education. It seemed that it might be interesting to look more closely into the relationship between libraries, educational change, and adult students in the Netherlands.

Public libraries in the Netherlands, as in England and Wales, had their origins in philanthropic movements in which education was a mission. Some of this purpose was carried over initially into library philosophy . Libraries are

¹ The use of capitals and lower case throughout this study in the name of the Dutch Open university has been based on the Dutch styling of the name 'Open universiteit' , and its logo (Ou) to distinguish it from the British Open University (OU).

² DALE, S. (1980) Aandacht voor zelfstandig lerende volwassenen, 1: een experiment in enkele Amerikaanse o.b.-en, *Bibliotheek en samenleving* 8 (6) 188-192.

DALE, S. (1980) Aandacht voor zelfstandig lerende volwassenen, 2: mogelijke relevantie van ontwikkelingen in de V.S., *Bibliotheek en samenleving* 8 (7/8) 210-212.

These two articles were both translated by Frans Stein from 'The Adult Independent Learning Project', *Journal of librarianship*, 1979 (Dale 1979).

commonly regarded as storehouses of knowledge and information, and public libraries originally had at least a partly educational role³. One might suppose, therefore, that the far-reaching changes in thinking and practice with regard to the education of adults outlined above, which have occurred in both countries, would impinge upon public as well as academic libraries, particularly since reference has been made to the need for a comprehensive system of education for adults. Public library philosophy and developments in England and Wales have been influenced to a considerable extent by thinking from America and Scandinavia. It was felt that additional value might be gained by examining events in a country which, because of its geographical location and the well-known linguistic propensities of its population, is as open to influence from other bordering European countries, such as France, Germany and Scandinavia, as it is to the literatures and ideas of the English-speaking community, notably Great Britain and America.

This study aims to test the extent to which the educational potential of public libraries was recognized by the educationalists and politicians attempting to open up educational opportunities in the Netherlands in the period 1969-1991⁴, and by the library profession itself in its reaction and responses, and to demonstrate that the full realization of the educational

³ The background to the origins of public libraries in the Netherlands is covered in Chapter 4 of this study. A comprehensive account of the history of public libraries in Great Britain is to be found in the companion volumes by Thomas Kelly: *Early public libraries: a history of public libraries in Great Britain before 1850*, London, The Library Association, 1966, and *A history of public libraries in Great Britain 1845-1975*, 2nd edition, revised, London, The Library Association, 1977. For a survey of their role in adult education up to the time where this study starts, see Kelly, T. (1970) Public libraries in adult education, *Journal of Librarianship* 2 (3) 145-159.

⁴ Reasons for the choice of time span are given later.

potential of public libraries depends not on the vision and will of the library profession alone, nor entirely on the attitudes of adult educators. The governmental structure within which libraries are situated, the relation of this to the structure for the education of adults, and political and economic circumstances are also crucial factors.

The study is thus concerned with the history of an idea (the concept of continuing education) and the reaction of a profession to this idea and its implementation. The latter is traced in terms of the profession's views on its own role and contribution to the introduction of educational change, and the extent to which it failed or succeeded in its response. The emphasis is on libraries in relation to educational change rather than educational change *per se*, and principally on non-traditional students. Nonetheless it is necessary to trace the educational developments. Chapters 2 and 3 attempt to do this in broad terms, while some of the detail is picked up later in Chapters 8, 9 and 10 dealing with the relationship between specific developments and libraries. The study is both descriptive and analytical, operating at the societal as well as the institutional level, in changing political and economic climates. By looking at what was happening in this way, it is hoped to identify factors behind a positive or negative reaction, behind success or failure in the implementation of ideas or projects involving public libraries and non-traditional adult students, and to draw some conclusions which will be relevant for the future planning of library support.

The study is an historical survey of the thinking regarding the need to introduce change in the education of adults (especially the opening up of educational opportunities) arising from the principle of lifelong learning, and how this was implemented in the period under review. This has been done by means of reference to the literature, and in particular by examination of the

major educational reports (official and unofficial i.e. government and non-government). In addition information was gathered by means of visits to relevant people and organizations involved in the introduction of these changes.

During the review note is taken of the extent to which a comprehensive system of education for adults had been striven for and achieved by those seeking to implement change, and of what was said concerning the role of libraries and provision of information.

The study moves on to trace the reaction of libraries to the above, again mainly by reference to the literature although the visits referred to above included contact with the library profession. The difference between what was said by the educationalists, officials and librarians concerning the role of libraries and what was actually implemented out of what had been proposed by any one group is examined. The study then concentrates on the following developments:

- 'Open School' and libraries
- 'Open universiteit' and libraries
- 'Adult literacy, basic education and libraries', including the role of NBLC (Nederlands Bibliotheek en Lektuur Centrum - Dutch Centre for Libraries and Literature) and SVE (Landelijk Studie-en Ontwikkelings Centrum ten dienste van de Volwassenen-Educatie - National Research and Development Centre for the Education of Adults) in relation to this.

Finally an attempt is made to consider the reasons for any differences between what was proposed and what was implemented. It is anticipated that this will shed light on the importance of some of the following factors to the reaction of the library profession to the opening up of educational opportunities for adults,

and to its ability to contribute:

- Identification by the profession with the concept being introduced
- A clear idea of the role of the library
- A clear idea of the role of the librarian in e.g.
guidance
teaching
user education
- Setting of priorities
- Staff training
- Use of existing resources
- Co-operation (networking/referral)
- The professional association as a catalyst
- The role of professional leaders
- Charismatic characters
- The views and attitudes of the educationalists
- The role of the government
- The external environment

The latter two, in particular, although treated incidentally throughout, are examined in more depth in the final chapter.

The time span

Although the period under review is 1969-1991, from time to time it has been necessary to step outside this span, e.g. to look briefly at the background necessary to understanding a particular situation. To this end, and to help the reader in situating developments in their chronological context (many things were going on concurrently, and in iterative processes) a synoptic table is included as Appendix 1. 1969 was chosen as the starting date because three significant events in education for adults took place in that year. In Great Britain the Committee of Inquiry into Adult Education under the chairmanship of Sir Lionel Russell was appointed and the Open University was established. In the Netherlands the NCVO (Nederlands Centrum voor Volksontwikkeling - Netherlands Centre for Adult Education) Committee presented a report (*Functie en toekomst* (1970)) which was to have an impact on adult education policy and practice in Holland thereafter. Although the study concentrates on the Netherlands, and is therefore not comparative, on occasion brief reference may be made to the situation in England and Wales, for the sake of illumination, and because it is felt that the reader will, in any case, automatically seek, or establish, points of reference.

The study closes in 1991 because that year forms a natural watershed, with new legislation affecting the education of adults in place, or in the pipe-line, in both countries. It is also the effective end of an epoch in European history, before any possible influences arising from the ratification of the Maastricht Treaty on European Union which came into force in 1993 might begin to make themselves felt in education policy. The period is an appropriate one for comparative study, and the work undertaken here may contribute to future work in the European context by increasing understanding and awareness of

different historical and cultural factors. The decision not to attempt a detailed comparison for this study was undertaken for two reasons: the amount of material on the Dutch side, and the fact that the English material will be familiar to many readers and is, in any case, more widely available in as much as both English-speaking and Dutch readers can access it⁵. The greater contribution could be made by opening up the Dutch literature. On the adult education side, the work continues in a very small way that of Hajer (1982) and of Titmus (1981), being concerned with increasing democracy and educational opportunities. On the public libraries side, it is contiguous to the earlier work on the role of public libraries in relation to changes in the education of adults undertaken, among others, in the USA by Margaret Monroe (1973,1976), Mavor et al (1976), Patrick Penland (1976,1981), and in Britain by Surridge and Bowen (1977), Dale (1979,1980,1983), Fisher (1988) and Vernon Smith (1987a and b, and 1988), to the work on open learning undertaken by Clwyd County Libraries, and to the Employment Department (formerly Training Agency) funded Open Learning Projects, the first pilots for which were established in 1990. It is of relevance to developments in Great Britain in the twenty-first century arising from current government interest in the concept of lifelong learning, as demonstrated by the Green Paper *The learning age* (DfEE 1998).

Methods

The study is, by definition, an historical one, covering the period 1969-1991, and spanning the two fields of education and libraries. Systematic literature

⁵ For instance, a comprehensive study of adult education in Great Britain is to be found in the standard work, Kelly, T. (1992) *A history of adult education in great Britain from the middle ages to the twentieth century*, 3rd edn, Liverpool, Liverpool University Press.

searches were undertaken in the relevant major encyclopaedias, bibliographies, indexing and abstracting services in both fields, and in some more specialized sources, such as the Kulich bibliographies⁶. From my position in the Open University Library, as Chief Liaison Librarian and subject specialist in the field of education, I was well placed to do this. The collections of the Open University's International Centre for Distance Learning were also trawled, and agreement was obtained to run a computer search on the NBLC catalogue which was being incorporated into the Dutch PICA system (a publicly available automated catalogue) which was being trialled at that time.

Early searches revealed virtually no relevant English language material at that time, but that two important Dutch librarianship journals were covered by *Library and information science abstracts*, with abstracts in English of Dutch periodical articles. These were easily obtainable as photocopies from the British Library. Letters requesting information on aims and activities, and lists of relevant publications were sent to Dutch adult education institutions, and the Ministries responsible for adult education and for libraries were approached for information.

Because of contacts with Dutch professionals, I had already begun to teach myself Dutch (as a language graduate I had some advantage in this). It was clear that I would need to become really proficient in the language, and efforts were continued on that front. Competence was tested initially by means of the examination offered by the Nederlandse Taalunie (Dutch Language Union), and

⁶ Kuhlich, J. *Adult education in continental Europe: an annotated bibliography of English language materials: 1980-1982; 1983-1985; 1986-1988; 1989-1991*, Vancouver, University of British Columbia, Centre for Continuing Education, in association with the International Council for Adult Education, biennially between 1984 and 1996.

passes were obtained in all four skills (reading, writing, listening and speaking) at the Advanced Level⁷.

Funding was obtained from the then Library Association (Now Chartered Institute of Library and Information Professionals) in the form of a J.D. Stewart Bursary, and from the Standing Conference on Studies in Education, to enable me to travel to the Netherlands in conjunction with the project, and a two-week study tour was undertaken, to gather background information on adult education and public libraries. The visit was co-ordinated for me by Hans van Houte, former director of the NCVO, and enabled me not only to gain insights into the different types of education for adults in the Netherlands, but also to meet some of the people who had played important roles, or been heavily involved, in the areas I wished to examine, such as himself, Professor R. de Moor, the late Ger van Enckevort, and Frans Stein, names which will become familiar to the reader as the study unfolds. Time was also spent with officials in the relevant ministries. The meetings provided not only an opportunity to gather information face-to-face, but also to obtain some relevant documents and to cross-check the bibliographical work done up to that point (some items from which had already been read before departure). Most meetings, some of which were held in Dutch were recorded on tape, and these recordings together with field notes taken were used to establish a path through the period under review and to obtain valuable insights into what had been happening. Relationships were established on the study tour which formed the basis for further contact.

⁷ This is a practical examination which can be taken without the need to follow a course.

On return from the study tour, work continued on the bibliographical front, following up citations within documents, in a cyclical process, until a core had been arrived at, and regularly checking the relevant serial bibliographies, indexes, abstracting services, HMSO lists covering international organizations, the reviewing journals and the bulletins and newsletters of CEDEFOP, IIEP and the European Bureau for Adult Education, along with other relevant journals from the hundred and fifty or so I scanned regularly in the course of my normal work.

Problems

The greatest problem was not one of language, but one of chronology, with documents not only being traced out of sequence, but with the added complication of foreign inter-library loan requests which could take anything up to six months to arrive. Therefore, material had to be read out of order, as and when it was to hand, and writing organized in the first instance as identifiable units became complete. Materials themselves were awkward to handle, being flimsy in the main and, where more substantial, rarely having an index.

Selection of method and documents

It became clear early on that the study, because of its historical nature, would be a documentary study, and that, for the reasons stated above, the documents would be mainly in Dutch. A number of key figures were interviewed (as indicated above). However, constraints of time and funding precluded any systematic interviewing of, for instance, a sample of a cross-section of those involved in the attempt to introduce educational change, or respond to it,

sufficient to produce a balanced view. More importantly, given the nature of the study, this was not felt to be an appropriate method, any more than postal survey research, for similar reasons. In particular postal survey research would have carried the extra problem of possible language difficulties.

The study envisaged spanned a core period of some twenty years of both adult education and libraries (though account would also need to be taken of the prior history of both). In order to uncover what interested me, namely the thinking of politicians and educationalists concerning the role of libraries in attempts to open up opportunities for adult learners over that period, and the reactions and views, if any, of the library profession on its role in these changes, I would first need to demonstrate very clearly what was being proposed at various stages by the former group, before moving on to do the same with regard to the latter. That is, I would need to show what was happening that might be reacted to, or not, and what the reactions, if any, were. This demanded documentary evidence which I could assess independently, rather than a set of opinions as would have been obtained by interviews or surveys. Unfortunately, because of constraints mentioned already above, archive work would be precluded, even where archives still existed, and some important archives were known already to have been broken up.

The study would therefore have to be based mainly on contemporary documents in the public domain. Since the aim was to examine attempts to implement educational change, and the libraries' reaction to this, it would be important to examine primary sources such as the major reports and policy documents emanating from government and non-government organizations concerned with the education of adults on the one hand (including some of the key reports coming from external sources which were influencing this), and libraries on the other, together with books or articles constituting public

statements or recommendations by interested parties.. One would need to bear in mind that in some instances 'secondary' sources, such as periodical articles, would in fact be 'primary' sources, i.e. where these were the vehicle for the reporting of an experiment or a policy recommendation. In the case of government documents, although English translations are available in some cases, it was decided to keep as far as possible to the original Dutch document, as experience showed that it is not unusual for appendices, or prefaces, containing useful information or comments, to be omitted from translations.

Translation

Translations of quotations and titles (except for a small number of periodical titles already translated in *Library and information science abstracts*) within the study are my own, unless otherwise stated, hence the responsibility for any errors or infelicities is mine also. It is perhaps unusual to translate titles in an academic work, but it has been done here as a means of furthering understanding. In translating, or summarizing, I have tried to adhere not only to the meaning but also to the register of the original. (Linguistic competence had meanwhile been tested by obtaining the Institute of Linguists Diploma in Translation⁸.)

⁸ Also a practical examination which can be sat without the need to attend a course, and which provides a recognized professional qualification.

General approach

As has been said above, an important secondary aim of the study was to open up the literature, which was something I could do because of my understanding of the language. However, to do this, one needs to go into the texts in some degree of detail, not just give a passing reference. If the latter were done, the case would be little advanced, as few people would be able to follow up the original. Such an approach has contributed inevitably to the length of the study.

In writing I have also been aware of addressing two audiences, the education world and the library world, with slightly different backgrounds, so that a common knowledge can not necessarily be assumed. Perhaps above all, in putting the work together I have been aware that the period under review was a period of immense activity and considerable experimentation in the education of adults in the Netherlands. In the approach I have chosen I hope to have recreated something of the atmosphere of that time, and of the sheer gamut of change that was affecting both educationalists and librarians alike.

The project has been for me a coming together of various strands of my personal and professional experience and expertise - librarian working originally in public libraries and then for many years in non-traditional higher education, education bibliographer, linguist, translator. It has been a fascinating study to undertake, and I hope the reader will be able to share some of that interest.

2 Education for adults in the Netherlands: background and new beginnings

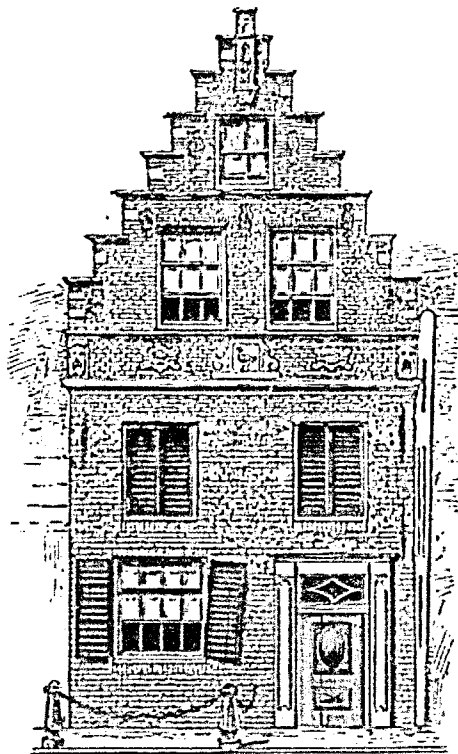
This chapter and the following have 3 aims. 1) To trace, with a broad brush, thinking in the Netherlands in the relevant period concerning the need to introduce change in the education of adults (especially with regard to the opening up of opportunities) arising from the principle of lifelong learning¹. 2) To outline developments, and 3) to note the extent to which a comprehensive system was striven for and achieved. It will thus provide the general context, in terms of educational and political climate, within which the library profession had to operate, and to which it had to react and respond as it saw fit. History of policy development is the substance, rather than the developments themselves. Certain specific developments will be picked up and treated in more detail in later chapters.

This chapter sets the historical context for adult education in the Netherlands, before moving on to examine the new influences coming from Unesco and the Council of Europe, and their impact.

Adult education in the Netherlands is generally considered to have begun with the foundation of the Maatschappij tot Nut van 't Algemeen (Society for the Promotion of Public Well-Being), frequently referred to as the Nut, in Edam on 16 November 1784 by Jan Nieuwenhuizen, a Mennonite minister. Well-educated, caring members of the upper class came together with the aim of

¹ The terms 'lifelong learning', 'continuing education', and 'permanent education' will be used as they were used in the literature in the period under review. 'Recurrent education' is not subsumed in this set, being of a different nature.

increasing the knowledge of and opportunities for the common people' (Haremaker 1983, p.54). Local branches were responsible for the creation of schools, training colleges and libraries, organizing lectures and art performances for members (i.e. people of a similar position in society). A firm philanthropic root thus in the process of Enlightenment and rationalisation that was sweeping throughout Europe.



Illus. 1 Headquarters of the Nut at No 9 Jan Nieuwenhuizenplein in Edam, the original building

Adult education in the Netherlands has undoubtedly been affected over the years by influences from abroad, including from Great Britain, as can be seen

by an examination of the literature. However, this is not the place to delve deeply into the early history², no matter how fascinating.

The task here is to examine in broad terms what was happening from 1969 onwards as new influences coming from Unesco and the Council of Europe began to make their impact in the Netherlands, looking back only as far as is necessary for an understanding of the situation. Nevertheless Hans van Houte (1977), then secretary of the NCVO (Nederlands Centrum voor Volksontwikkeling - Netherlands Centre for Adult Education) makes the point that to understand adult education in the Netherlands at that time, and the reforms of the 1970s in organization and methods, one needs to know something of Dutch cultural history in the preceding hundred years. What happened in society is mirrored in the development of adult education. Cees Stapel (1976), writing in the period under review in this study, states that:

The view can be held that the nature of historical situations in which adult education becomes operational is marked by political and social emancipation of groups in a given society....Adult education in the Netherlands can be described in relation to the emancipation of different groups in Dutch society.
(p.3)

² Brief English language accounts can be found in TITMUS, C. (1981) *The Netherlands IN Strategies for adult education*, Chicago, Follett. pp.174-188, and NCVO (1985) *Adult education in the Netherlands*, Amersfoort, Netherlands Centre for Adult Education (NCVO). The standard works for informal and formal adult education respectively are HAJER, R. (1982) *Volwassenenvorming - beleid en democratisering: terugblik en perspectief* [Informal adult education - policy and democratization: retrospect and perspective], Amersfoort, De Horstink, and GOEDE, M. de and HOKSBERGEN, R. (1979) *Onderwijs aan volwassenen: van alfabetisering tot open universiteit* [Adult education: from literacy work to open university], Groningen, Wolters-Nordhoff, both in the series *Vorming: theorie en praktijk*, published under the auspices of the NCVO.

He sees the Nut as part of the main European current of emancipation of the ordinary citizen during the liberal and democratic movements of the first half of the nineteenth century, as the 'translation' of that movement into education (p.3). (As we examine what was happening during the period under review in this study, we shall find this theme recurring.)

Late nineteenth and early twentieth centuries

According to Stapel (1976, p.3) the next initiative after the Nut came at the end of the nineteenth century - the socialist movement and trade unionism began to make its way into the Netherlands in the last decades of the nineteenth century.

- Dutch university professors tried to make a start with educational activities for industrial workers, under the influence of the British University Extension Movement. There was some initial success, especially in the larger towns, but it did not prove possible to involve the universities in extra-mural activities. However,
- A number of private associations 'Volksuniversiteiten'³ (People's universities) came into being, organizing lectures and evening classes in science, languages, arts and philosophy. This took place mainly in the towns but the audiences were largely middle-class.

³ For a standard history see VRIES, J. de (1963) *Ontsloten poorten: vijftig jaren volksuniversiteit in Nederland, 1913-1963* [Opening the gates: fifty years of the people's university in the Netherlands], Assen, Van Gorcum.

- At about the same time 'Volks-en Buurthuizen' (Settlements and Neighbourhood Centres) began work in the Netherlands, inspired by the English model and growing out of a similar concern to that of the University Extension Movement. These were more successful at reaching working people in their own environment. From before the First World War (at first in towns, and then in the country) Settlements started adult education of the 'community work' type, concentrating on activities to meet practical needs rather than lectures or classes.

In the early twentieth century, as trade unions became more important, the diamond workers were the first to establish their own educational activities, with the aim of disseminating knowledge and strengthening class consciousness.

In 1920 the eight hour working day was introduced. The need for education for industrial workers grew, and there was more time for them to undertake educational activities. National organizations were set up, with local branches. The Instituut voor Arbeidersontwikkeling (Dutch counterpart of the Workers' Educational Association) was established by the socialist party and the (socialist) Trades Union Congress. This organized classes, lectures, book clubs, films, travel etc., to meet the needs for leisure-time activities and recreation as well as education. (In 1959 this organization changed its name to Nederlands Instituut voor Volksontwikkeling en Natuurvriendenwerk - NIVON).

Therefore, up to this point, according to Stapel (1976):

...the history and development of adult education as connected (in organisation as well as objectives and contents) with socially and politically emancipating groups in society (liberal middle class and socialist workers) is not essentially different from those in other European countries. (p.5)

But in the Netherlands, in the later part of the nineteenth century, a further emancipatory wave had brought to the front groups which would henceforth have an important influence.

The 'schools conflict' and 'pillars'

The 'schoolstrijd' (schools conflict) of the nineteenth century profoundly affected the structure of Dutch society from that time forth. The issue at stake was recognition of schools founded by the Protestant and Catholic churches outside the public system. According to Van Houte (1977, pp. 1-2) three emancipation movements were entailed:

- 1st - started by Roman Catholics, disadvantaged since Calvinist Holland beat Catholic Spain in the seventeenth century;
- 2nd - arising from Calvinist workers and small shopkeepers who had been pushed to the bottom of the scale in the nineteenth century, as social and political life became strongly influenced by liberal citizens;
- 3rd - from large numbers of workers alienated from the church and attracted to socialism after 1848. Together with the liberals they supported the public school system.

However, the Protestants and Catholics demanded that their schools also receive equal government subsidy on the grounds that all Dutch citizens paid taxes and therefore had the right for their children to be educated in line with their own beliefs.

In 1920 financial equalization of public and confessional education was achieved. The public education system was in the hands of local authorities,

but these had to meet the demands of parents to establish their own religiously-based schools in accordance with legally-prescribed pupil numbers - groups of church members (not churches) could thus found schools. Post 1920 the same principle became applied to other social and cultural areas of life, e.g. hospitals, libraries, universities, social welfare organizations, broadcasting.

Thus Dutch society came to be based on 3 socio-religious pillars (zuilen): Roman Catholic, Protestant and Public (including the smaller groups, such as Unitarians, Jews, Freemasons, Humanists). This led, during the period between the two world wars to what has been termed 'the evil of fragmentation', as Catholics and Protestants isolated themselves from the rest within their own educational, welfare and political systems and institutions.

After the Second World War society became increasingly secularized, and the influence of the church diminished. Differences between Christian denominations were toned down by the ecumenical movement, and television exposed the population to the beliefs and life-styles of others. Similarly the need for reconstruction exposed the country as a whole to the economic, political, social and ecological problems of a modern world, not all of which could be dealt with along confessional lines - pragmatic cross-relationships had to be developed.

Organizations involved in adult education had been recognized from the time of the Enlightenment onwards, as we have seen. But it was only in the twentieth century that these societies realized they had not been reaching the workers, and Catholic, Protestant and Socialist emancipation groups established their own adult education institutions.

Women's organizations were caught up in a double emancipation wave - as women in general, and as members of religious groups or rural populations,

and turned increasingly to educational activities, organizing programmes varying from health care and cooking to civics and literature.

The thirties onwards

The crisis of the thirties gave adult education activities another impetus, particularly in poor rural and urban areas, and 'neighbourhood centres' and 'settlements' (following Toynbee), attempted to respond. But there were no Government funds available. For adults affected by the economic crisis, wishing to catch up or refresh their knowledge in order to obtain another job, there were night schools in the larger cities (the first established c. 1930), which offered courses leading mainly to secondary level diplomas, and technical schools were also beginning to develop evening courses, building sometimes on older traditions of courses for workers organized by benevolent societies. From the 1920s correspondence schools⁴ had offered diploma courses on a commercial basis, and later co-operated with the folk High Schools (Volkshogescholen) and institutes organizing courses for the unemployed.

The Folk High School concept from Scandinavia had been explored as a result of concern over the wide-spread unemployment of young adults, and marked

⁴ A comparative study of correspondence education in England and the Netherlands, with some historical background, is provided in CURZON, A.J. (1977) Correspondence education in England and in the Netherlands, *Comparative education*, 13 (3) 249-61, and Chapter 1 of ECK, E. van et al (1981) *Trendrapport schriftelijk onderwijs: een literatuur overzicht*, Amsterdam, Stichting Centrum voor Onderwijsonderzoek van de Universiteit van Amsterdam, and ENCKEVORT, G.van (1997) Van educatieve brieven tot afstandsonderwijs, in HAJER, R. and MICHIELSE, H. (eds) (1997) *Educatie als animatie*, Utrecht, Elsevier/De Tijdstroom, pp. 187-207, both sketch the development of correspondence education in the Netherlands.

the beginning of the development of (short-term) residential adult education. Compared with other countries, such as Great Britain, adult education on the local level did not develop much until the 70s (Van Houte, 1977, p.4), in other words, until the period under review in this study.

The growth of residential adult education was more systematic. From 1945 the number of Folk High Schools increased considerably but these were private foundations run by citizen groups, aiming at bringing together participants from different social and political backgrounds to discuss real community problems and move towards a spirit of national unity within a pluralistic society.

Educational Centres (residential centres for more liberal adult education) were formed by Catholic and Protestant groups. By the 1950s there were 15 Folk High Schools and 30 or so Protestant and Catholic Education Centres. The emphasis in these was on the operation of the group and its members, and on raising consciousness of the personal and social barriers which needed to be removed for participants to perform better and to further their well-being. The 1960s saw the spread of these activities into courses for social and political action and the promotion of a permissive society.

In the late 60s the need was recognized for follow-up work with groups on residential courses, to help them initiate change, and in several cities agencies were established to offer similar programmes to the residential centres, but during one afternoon or evening session per week for three months or more. This method proved effective, and gradually division of labour was developed according to what topics were best dealt with in which setting.

With the increase of secularization, denominational differences lost their sharpness in adult education as well as in school level education, so that by the

70s the residential programmes included people from all religious and social backgrounds.

The post-war period

Before the Second World War relatively little was done in the field of vocational adult education. The emphasis was on the cultural and social or political side, 'thereby stressing the emancipating implications of adult education more than the labour-market ones' (Stapel, 1976, p 8). Little was to change immediately following the Second world War. However, the effect of economic reconstruction had a similar, though stronger, impact on adult education to that of economic distress. The Ministry of Labour created facilities for training and retraining as part of the development of a labour-market policy. As a real industrialization process took off in the Netherlands, following the loss of the former colonies, industry also saw the need for training schemes for young workers. More vocational and technical schools were created by industry for young people and paid for by the Ministry of Education under the freedom of education principle. Courses and schemes for adults were also developed to cope with the growing needs of agriculture, frequently organized by farmers' unions and rural women's organizations and financed by the Ministry of Agriculture.

Economic growth led an increasing number of people to look for more education in order to improve opportunities. Up-to-date and readily accessible information was needed, and with the rapid spread of television in the 1960s this led to the creation, in 1963, of the educational broadcasting organization, Teleac (Television Academy).

It should be noted that broadcasting during this period, and the period of the study, was in the hands of private organizations (denominational and other),

licensed by the Government to use technical facilities provided by the state for a number of hours according to membership. These licensed organizations included some set up especially to provide educational broadcasts. One of the first RVU (Radiovolksuniversiteit - Radio People's University) was established in 1930, as an agency of the Federation of Dutch People's Universities (Bond van Nederlandse Volksuniversiteiten - BNVU).

Although adult education programmes were broadcast occasionally by other broadcasters, RVU and Teleac were the specialists in the field⁵, the latter, by far the largest and in receipt of government support, being particularly active in post-graduate and language courses, together with topics of general interest. Teleac also developed a multi-media system, sometimes including group discussions organized in co-operation with local adult education organizations.

During the post-war years all kinds of evening classes and vocational courses sprung up, geared to offering diplomas on a commercial basis (which Teleac did not do) to meet the demand for education by adults. At the same time non-vocational and non-diploma related education was developing in the residential sector. From the time of the Mammoet Wet (Mammoth Act) of 1968, which brought about improvement in the level of secondary education, adults were also under pressure to respond to this.

The foregoing has given some indication of the development of adult education in the Netherlands in the period leading up to where this study begins.

⁵ An account of Teleac can be found in BRUYN, P.J.M. De and AALDERS, L. (1981) *Everything about Teleac*, Utrecht, Stichting Teleac, and the history of RVU is published as GOUT, F.P. and METZ, A. (1985) *Waarde luisteraars! De RVU en haar plaats in twee eeuwen volwassenenvorming en maatschappijgeschiedenis* (Dear Listeners!: the place of RVU in two centuries of adult education and social history, Assen and Maastricht, Van Gorcum.

In the words of Cees Stapel (1976):

The picture shown ... may rightly give the impression of a number of scattered pieces of a jig-saw puzzle. We may now be able to identify each piece as to its origin and the place where it might fit in, but by no means it does [sic] present a coherent system of adult education. (p.12)

As this study unfolds it will be concerned with the attempts to remedy this situation.

The external influences

Before moving on to look at how the Dutch went on to attempt to introduce change, we need first to look at the new influences coming from outside the Netherlands, notably from Unesco and the Council of Europe, aimed at introducing change in the education of adults, as one would expect these influences might have implications for the Netherlands. In 1960 the World Conference on Adult Education, organized in Montreal, under the auspices of Unesco, had approved a declaration containing the following statement:

We believe that adult education has become of such importance for man's survival and happiness that a new attitude towards it is needed. Nothing less will suffice than that people everywhere should come to accept adult education as a normal, and that governments should treat it as a necessary, part of the educational provision of every country.

This quotation is taken from the Declaration as published in *Convergence*, 1970.

In 1967 the French government, under the auspices of the Council of Europe, organized a study conference in May/June at Marly-le-Roi (*New trends*, 1967)

which aimed to define the major new trends in the education of adults in the countries represented. The problems of the education of adults were considered in the context of the framework of 'permanent education'. (A questionnaire had been circulated in advance and replies returned by both the United Kingdom and the Netherlands.)

Although the concept of permanent education is distinctly apparent in only a few of the reports, almost everywhere it is plain that efforts are being made to plan education as a whole in the form of a coherent and continuous process extending from childhood to old age.

...Adult education is therefore conceived as something enabling adults to acquire, as and when the needs arise, knowledge and qualifications which will be demanded of them in successive situations ... in which they are placed in the course of modern life. ...Judging by the reports as a whole, permanent education already exists both as a trend and as a partial achievement, without having as yet acquired institutional form and without the concept itself being clearly defined. (*New trends* (1967) p.34)

The conference delegates:

...sought to define the principal new trends in the education of adults in the various countries represented. They considered the problems of the education of adults in the larger framework of "permanent education", taking as a basis the definition of that term as given in Council of Europe Document COC (67)3: "Permanent education is a concept designed to enable mankind to develop to the fullest in a process that continues throughout life. The concept of permanent education, as an organizing principle of all education, implies a comprehensive, coherent and integrated system designed to meet the educational and cultural aspirations of every person in accordance with his abilities." (p.48)

The efforts being made towards a 'comprehensive structural organisation of permanent education (and thereby towards the promotion and development of adult education)' are seen by the conference as similar to those made in the nineteenth century in the drive to establish compulsory education in terms of the difficulties and prejudices to be overcome. It is recognized that provisions are inadequate, but there is also awareness that large increases in government expenditure are not to be expected in the near future (p. 44).

It has to be clear from the outset that something entirely new has to be created for which no patterns or standards can be sought in the past. It is for the first time in the history of European civilisation that education is seen as something that concerns everybody throughout his life. (p.44)

The development and making available of new instruments of education is considered vital if the concept of 'permanent education' is not to remain Utopian. These instruments are seen as a combination of the mass media into integrated systems, television and radio, together with programmed self-instruction and/or correspondence teaching and face-to-face methods (p.46).

The conclusion of the report makes reference to educators of adults (full-time and part-time) and also distinguishes (p.51) a further category of persons who should not be overlooked 'namely those who, though not professional educationists, play an important role in adult education by reason of their position and function in society'. These persons are not defined in any way, but does it not raise in our minds the possibility of a significant role for librarians?

The education of adults is seen as being at a 'turning point in history, with people able to pursue their education and training throughout their lives, to master change and influence it'. Delegates recommended that each member country should consider the most appropriate means of conducting a

comprehensive and systematic study of the whole field of adult education' (p.49).

The Janne report (Janne, H., 1969) emanating from the Council of Europe, on permanent education as an agent of change in the education system, was devoted to 'defining as closely as possible the complex effects of the factor which permanent education represents in a long-term perspective' (p.5)⁶.

Janne sees the education system in force at the time of his writing as one which has in-built factors to resisting the need to meet the requirements of a changing society (p.8). The system is based on three phases of life - the schooling phase, the working phase, and the retirement phase.

However this classical pattern of the three phases of life is changing extremely rapidly at the same time as the principles of the education system underlying it. What is causing this change? Scientific knowledge is increasing and undergoing renewal so speedily that the "foundation" supplied by the school (including university) soon becomes insufficient and imperfect for everyone. ...Man will therefore have to begin studying anew on many occasions throughout life if he wishes to "keep abreast" and "in step" with progress. But it will be necessary for the instruments of knowledge to be available and for man to find an appropriate context in which to use them.... Education will therefore no longer be confined to, or guaranteed by, an initial specialised phase of life. (pp. 10-11)

During the whole of life, people will have responsible activities and will need to study, and will have leisure time to absorb culture. The 'dichotomy between "school" and "post-school" education - the latter grafted on to the former - will

⁶ This long-term view is defined as a period covering 15 to 30 years, i.e. as extending to the year 2000.

be replaced permanently by a double structure: the "Permanent education sector" and the "Information-Culture sector" (p.15).

The impulse for change, according to Janne (pp. 15-16) cannot come from the existing education systems, but will require a new 'non-formal' system to be devised, alongside the current. The mass media will play an increasing role in the imparting of information, and encyclopaedic knowledge will no longer be the aim of education as facts will become increasingly outdated. The emphasis will need to be on 'learning where and how to secure knowledge, how to select, integrate and utilise the information received' (p.17).

A major change will be the 'democratisation of education' (p.22). Under a system of permanent education initial injustices, arising from the impossibility of studying in youth, or not obtaining a full degree or diploma, will be compensated for by virtue of 'new outlets', offering the opportunity to obtain higher qualifications at any time.

In this respect permanent education constitutes a decisive factor in the democratisation of education and careers at a time when the needs of a society based on science and technology mean that "no reserve of talent" must be neglected. (p.23)

Equality of access must apply not only to study but to all scientific, cultural or technical activities (pp. 23-24).

Fundamental change will be called for in the structure, content and methods of school education at all levels, and similarly in adult education,

which although not yet systematised or forming an integral whole, is already - because of its "adult" needs and attitudes - closer to the special concept of permanent education as it is being shaped by the transformation of society. ... In actual fact,

the end result will be the integration of all education in a single system. (pp. 25-26).

Adults will need to be offered highly flexible opportunities, including more evening classes and correspondence courses.

Summing up, Janne concludes:

It is indeed impossible to avoid the conclusion that education must become 'permanent', i.e. must constitute an activity pursued by men and women during the whole of their life span from childhood onwards.

...It will be predominantly optional in character from the initial education stage onwards. It will aim at inculcating intellectual and technical methods rather than knowledge, for everything that comes under the heading of information will be disseminated by mass communication media and not by educational establishments. ... Studies will take many forms; full-time, evening classes, courses, education by correspondence and by audio-visual media, programmed instruction, including the use of computers.

For the man of tomorrow will have to be able to adapt continually to changing situations. To survive he will have to be able to act independently, responsibly and in fellowship, be prepared to criticise but also to submit to unconditional discipline as soon as it is imposed by democratically-controlled authorities.

'Centres for the dissemination of knowledge and culture' - as many as are required for the population density - will take the place of schools, youth and cultural centres, public libraries (which will be integrated in the centres), museums. ...

The success of this venture can only be conceived in the light of a politically integrated Europe determined to control its destiny. This is a question of scale.

At its origin, in the nineteenth century, the campaign for compulsory schooling seemed revolutionary and utopian...Today's 'permanent education' campaign - with all its implications may also have 'futurist' aspects. But in addition to being 'futurist' it is also a 'future feasibility'. (pp. 33-34)

Early in 1971 Unesco appointed The International Commission on the Development of Education, under the chairmanship of Edgar Faure, former French Prime Minister and Minister of Education, to draw up a report to assist governments in the formation of national strategies for the development of education. It was envisaged that the report could form a basis for studies and decisions at the national level, as well as serving as a guide to international co-operation in education.

In a letter headed 'Presentation of the report' to the Director-General of Unesco dated 18 May 1972 the chairman of the Commission, Edgar Faure, states that four basic assumptions underlie the work:

- '...the existence of an international community ...reflected in common aspirations, problems and trends, and in its movement towards one and the same destiny.'
- '...belief in democracy, conceived of as implying each man's right to realize his own potential and to share in the building of his own future. The keystone of democracy, so conceived, is education - not only education that is accessible to all, but education whose aims and methods have been thought out afresh.'
- '...that the aim of development is the complete fulfilment of man, in all the richness of his personality, the complexity of his forms of expression and his various commitments - as individual, member of a family and of a community, citizen and producer, inventor of techniques and creative dreamer.'

- and finally 'that only an over-all, lifelong education can produce the kind of complete man the need for whom is increasing with the continually more stringent constraints tearing the individual asunder. We should no longer assiduously acquire knowledge once and for all, but learn how to build up a continually evolving body of knowledge throughout life - "learn to be".' (pp. v-vi)

The letter continues:

National policies must give detailed expression to this aim, which may be common to all education systems, in terms of objectives adapted to each country; their strategies must indicate the suitable combination of ways and means for achieving these, and, finally, be incorporated in a system of planning. (pp. vi-vii)

On 29 May 1972 the Director-general of Unesco, René Maheu, replied to Faure, thanking him for the report which 'seemed both to answer its purpose and to meet the needs of the hour', giving as it did an account of education as it was then, and defining a 'global concept of education' for the future more complex than anything formulated up to that point.

...it has led to practical recommendations which should provide guidelines for action by Unesco, governments and the international community. (p. ix)

The Director-General also announced his intention to have the report widely distributed 'for the information of the general public and of all people throughout the world who are concerned with and working for education.' (p.x)

The foregoing paragraphs have summarized a few key documents in the discussion going on in the 60s and early 70s concerning the need for change in the education of adults and the concept of lifelong education. Just how widespread and extensive the discussion was is demonstrated by Rodriguez

(1972) in a 'state of the art' bibliographical review undertaken for Unesco, covering almost three hundred studies and reports of symposia, seminars and round tables. Her analysis led her to the following conclusions:

- (a) that the concept of life-long education must be considered in the context of an economic, and social and political reality of which it is not only an outcome but also a means of transcending;
- (b) that the studies being conducted on ways of modifying the education systems of our time converge to form a body of ideas which serve today as a true conceptual framework;
- (c) that the various elements of the concept have already found expression - if only partially - in the innovatory experiments which have been carried out by numerous countries in the field of education. (p.10)

The first part of her analysis is concerned with 'the factors which compel contemporary societies to make radical changes in their education systems.' (p.10) These factors include the following:

- * the need for creativity (scientific research) as a key to economic growth;
- * changes in the conditions of peoples' working lives - the need for individuals to undertake different types of work in the course of a life-time;
- * the need for workers at all levels to be able to update their skills and renew training to keep pace with technological change;
- * the inordinate growth in available knowledge, making it impossible for anyone to know everything, which can only be combated by 'basic education' which enables people to 'learn how to use knowledge instead of striving to accumulate an encyclopaedic store of information.' (p.12)

The second part of the analysis is 'an attempt to discern the pattern formed by the ideas contributing to the conceptual framework of life-long duration.' (p.10)

Commenting, Rodriguez states that:

It was thus in the light of an economic and social reality calling for a radical transformation of the content and methods of education that the need became apparent to devise a global framework for education which would take into account all the measures initiated by innovative social groups, organize all scientific and political thinking in this area, and answer the questions raised by the new countries. (p.16)

And further:

The ideology of life-long education seeks both to encompass the notions of technological progress and development which characterise global economic behaviour in our time, and to equip men individually and collectively to understand, control and dominate progress. The central notion is that of change. There is not one text which does not refer to the three-faceted idea that the contemporary world is above all a world undergoing rapid change, that men confronted by all these different changes which affect their relations with the world are no longer capable of finding the indispensable personal equilibrium, and the blame lies, to a large extent, with atrophied or unsuitable education systems. (p. 17)

It is recognized (p.17) that the concept of permanent, free and continuing education is not new, that it goes back to Plato. The difference lies in how the concept has altered with time. At the time of the review the idea of the democratization of education, which is one of the elements at the heart of the concept of lifelong education

...is more a question of giving everyone opportunities for forming a personal and social judgement; the aim is ...to provide the individual with the means of becoming master of his own fate

and of influencing the life of the community in such a way that
it is truly shaped by all the component groups. (p.17)

The internal drive

The main thrust of thinking coming from outside has been examined briefly. Let us now turn and look at how that thinking was pursued within the Netherlands. Discussion here will be confined to general thinking in terms of the education of adults. Specific thinking with regard to a possible role for libraries within that framework will be held over to later chapters.

The winds of change

In 1966 a new Ministry of Culture, Recreation and Social Work had been established, which chose the well-being of citizens as the foundation and goal of government policy. The process of 'getting *éducation permanente*' operative in the Netherlands was definitely stimulated by this Ministry (Van Houte et al 1977, p.6). Uncoordinated subsidies were to be replaced by government programmes with clear policy goals.

The NCVO and the 'Function and future'

On 12 May 1965 the Netherlands Centre for Adult Education (NCVO - Nederlands Centrum voor Volksontwikkeling) had been established⁷, at the request of Dr M.A.M. Klompé, the Minister for Culture, Recreation and Social Work, with, among other things, the aim of improving the provision of adult

⁷ On the analogy of the National Institute for Adult Education in England and Wales.

education. An important objective, articulated at the outset, was 'the taking of initiatives towards regular discussion and co-operation with organizations concerned with adult education' (*Functie en toekomst*, 1970, p. vii).

After it actually began work on 1 March 1966, with Rob Hajer⁸ as director, and discussions and co-operation began to take on concrete forms, it quickly became clear that a general foundation for common policy was becoming increasingly necessary. Moreover, the discussions taking place around the concept of 'permanent education' were also making it necessary to form a clearer standpoint (*Functie en toekomst*, 1970, p. vii). Therefore in 1967 the Board appointed an independent committee of experts⁹ to study the tasks, function and policy of adult education (*vormings-en ontwikkelingswerk*¹⁰) in the Netherlands with reference to the principles of lifelong learning.

⁸ Hajer had been a teacher in the Department of Social Work in the Social Academy in Amsterdam, and before that had worked in Folk High Schools. He thus had a network of contacts, an overview of the field, practical experience and a solid grasp of theory.

⁹ The committee comprised several whose names will feature elsewhere in this study, such as Karel Roessingh, Head of the Department of Social Work at the Social Academy in Amsterdam, and chairman of the editorial board of the seminal journal *Volksopvoeding*; Cees Stapel, director of the Folk High School 'Allardsoog' in Bakkeveen and member of the Council for Rural Adult Education (*Raad voor het Vormingswerk ten Plattelande*); A.C.J. de Vrankrijker, chairman of NIVON in Amsterdam; Ger van Enckevort and Hajer from the NCVO staff, in addition to others such as G.H.L. Schouten, director of the European Bureau of Adult Education; T.T. ten Have, professor and director of the Institute of Andragogy in the University of Amsterdam and chairman of the Nut until 1968; and H.H. Frese, lecturer in adult education at the University of Leiden and chairman of the Teleac Advisory Council. This gives an idea of the range of experience and expertise.

¹⁰ 'Vormings-en ontwikkelingswerk' as defined by Leo van Ommen (1973, p. 29) covers educational non-vocational activities outside school education which aim at personal, social and civic competence. It is distinguished from schooling, training and instruction. Schooling, training and retraining, or instruction, refer to the development of certain abilities and skills of a formal and

The committee presented its report towards the end of 1969, and it was published in 1970. Although not 'official' (in the sense of emanating from government) it had a profound impact on adult education in the Netherlands from that time forth. Its significance is recognized also in the fact that a comprehensive summary was produced in a special issue of the European Bureau of Adult Education *Notes and studies*, in August 1970. Another useful English language summary is to be found in Van Ommen (1973), but because of its importance as a document which would become the main policy document for both organizations in the field and for government departments it is covered here in some detail.

The report, which contains its own summary between pages 121 and 133 (drawn on here) is concerned with informal adult education (*vormings-en ontwikkelingswerk*), not formal education or training. It is concerned with an agogic¹¹ activity, directed towards person and society, using the potential for

instrumental nature needed for the fulfilment of a specific task. '*Ontwikkelingswerk*' (development or enlightenment) is an educational activity aiming at certain partial elements of the person: his knowledge or expressive qualities. '*Vorming*' (shaping and cultivation are literal but incorrect translations) is a process in a person by which he comes to a better understanding of himself and his situation, to a critical evaluation of his life situation and to a conscious and goal-directed use of his potential.

¹¹ Agogic (from the Greek) meaning leading or guiding. (*Oxford English dictionary*, 2nd edn, Oxford, Clarendon Press, 1989)

Agogy - a term used in Europe in a similar way to pedagogics, and concerning the study of teaching and learning. (Jarvis, P. (1990) *An international dictionary of adult and continuing education*, London & New York, Routledge.

The Dutch apply the term to both children and adults, and it is defined in Van Dale, *Groot woordenboek Nederlands-Engels*, (Utrecht & Antwerp, Van Dale Lexicografie, 1986) as 'social science relating to the promotion of personal, social and cultural welfare'.

working with groups and sometimes also forms of action with an educative element, and in which participation is voluntary.

According to the report, this form of adult education is not 'value-free' with regard to a vision of people and society. Making some allowances for the pluriform nature of Dutch society, this general vision can be seen, more or less, as adult education contributing to the freedom of mankind by a process of individualization and socialization. Such freedom cannot be increased unless at the same time an effort is made to create structures in society which are capable of allowing it to be realized. The concept of solidarity is therefore of equal importance to the concept of freedom. Thus, in this vision, adult education cannot confine itself to reflection and insight alone, it must also be concerned with taking a stand and finding ways and means of changing society. It must no longer remain a 'service-function' in society. The vision described can be supported from more than one religious or philosophical stance.

From the point of view of policy the following are emphasized:

- the need for proper planning and organization of adult education provision;
- that it must not remain limited to rectifying disadvantage, but must also include activities which will enable people to go on learning throughout life to achieve their potential;
- that work is directed towards the needs and interests of all categories of the population and therefore within the reach of all;
- that adult education and training must be supported by legislation and subsidies from the government.

The main tasks for adult education are seen as the need to guarantee freedom and solidarity at a time when society is in a permanent process of profound change. The greatest needs are seen in the areas of:

- the accumulation of knowledge
- the provision of opportunities
- growth in prosperity and developments in the world of work
- the intensification of communication.

With regard to knowledge, it is realized that as knowledge rapidly becomes out of date, and with more information being produced and disseminated, there is an increasing need for critical insight, and for the democratization of access to and assimilation of knowledge. Equality of opportunity should be an important principle, and therefore co-operation between formal and informal adult education is asked for, together with more scope for popularized scientific information, a continually renewed offer of basic information, the development of central documentation and information services and greater attention to background questions.

With regard to increasing opportunities, creativity and participation are seen as central, creativity not only with regard to self-expression but also with regard to relationships with others and participation in action. This includes political education, family and parent education, and education regarding attitude with regard to family and marriage, opportunities for participation by younger working people and older people. (Cees Stapel who, it will be recalled, was a member of the committee of experts, comments (Stapel 1976, p. 16) on the fact that these latter two groups had been regarded as 'not yet' or 'no longer' active in education.) Once more adult education was to have an emancipatory role.

In relation to the growth in prosperity and developments in the world of work, a request is made in the report for the integration of 'general' or 'liberal' adult education and 'vocational education', with general education seen as essential for sharpening the critical faculties of workers and ultimately effecting change in the working environment. Special attention is asked for vocational education in the agricultural sector, for medium and small businesses, for civil servants, for education and training for women returning to work and for consumer education.

The intensification of communication, according to the report, means a greater concentration of power, stereotyping of information by the mass media, and the confrontation of several points of view. Thus there is a greater need for strengthening critical faculties in order to be able to weigh facts and form opinions. The mass media should also be used for adult education.

Policy-making

When it came to developing policy, the committee realized that there were two factors involved: the historically determined possibilities of existing adult education provision and the cultural-political concept of 'éducation permanente', which, it was recognized, also had implications for social-economic policy, the political parties, business, education and the mass media, among other things.

Changes were already taking place in adult education - more attention was being paid to fundamental human needs and the needs of society, it was no longer just a matter of making up for what had failed or been lacking in the past. There were new developments in aims and function (no longer just a connection with emancipatory movements, but an approach to new categories of learners in their own situation, to exert an influence on that situation), a

difference in content and also more attention to political education as a democratizing force, more co-operation within adult education and with other forms of agogic work, increased professionalization. However, there were still inadequacies in provision, training and research. Moreover, adult education took place primarily in people's spare time.

The basis for policy should be the frequently cited final resolution of the 1960 Unesco conference in Montreal ¹², namely that governments should recognize adult education as a normal part of the whole education system (*Functie en toekomst*, p. 114).

The principle of 'éducation permanente' (sometimes referred to in the report as 'durende vorming' [continuing education]) is seen as recognition of the fact that the process of training, education and development is never-ending. It is not a new term for adult education, but a cultural political principle which aims at the integration of all educational provision. It expresses the idea that adult education should be seen as an integral part of the education system.' (*Functie en toekomst*, p. 128)

'Education permanente' can be described as:

a cultural political principle in which a completely coherent, integrated and flexible structure of provisions is aimed at, which can offer all people, throughout life, opportunities in accordance with individual abilities to meet their educational, social and cultural needs, and to develop their personality by means of work or leisure, both for themselves and for the benefit of the community in which they live. (*Functie en toekomst*, p.68)

Clear echoes, then, of earlier documents from outside the Netherlands.

¹² 'Declaration on adult education', referred to earlier in this chapter.

The need for 'permanent education' or 'lifelong learning' is argued in the report from the bases of:

- a changing society
- the need for continual development of the individual
- the need for constant acquisition and refreshing of knowledge
- the need for more effective social and educational provision
- the need for all citizens to participate in social, political and economic life
- the right of all to personal development and education.

The guiding principle in the formulation of general desires is that the development of the adult education sector should receive as much attention as the traditional education sector.

The report recommends more co-operation based on

- a) an extension, and in part a new structuring, of provision for informal adult education;
- b) greater specialization and differentiation , both within adult education as a whole and within the separate organizations and institutions;
- c) more co-operation between the various institutions for informal adult education, among other things by the mutual attuning of programmes and a common policy with regard to educational and administrative provisions; it recommends the establishment of local and regional co-operatives which would function as service centres, with staff services , and would improve quality by means of the provision of information, special advice, supervision of personnel and training, academic input, liaison with other types of work, and common facilities.

- d) a stronger working relationship with other types of educational work and organizations in society. Mentioned are work with young adults and older people, schools and universities. The mass media, public information organizations, museums, libraries and correspondence education institutions should come together so that there could be a multi-media approach.

To deal with the matter of integration, a plea is made for the establishment of local and regional 'adult education councils', to act as independent administrative committees for the municipality.¹³

With regard to accommodation and personnel, the need to use existing facilities (such as school buildings, cultural centres, libraries) is stressed. More professional staff will be needed (1 professional for every area of 20 to 30,000 inhabitants), and for increased professionalization. The distinct character of the profession must be strengthened by a professional organization and a code of conduct, and special skills (since there is no single entry training). There needs to be more provision for training, ideally by means of the integration of university and higher vocational education and in-service training projects. Moreover, although adult education is a 'free' profession, an adequate personnel policy is necessary, as is attention to career planning, flexible movement in and out, the legal position and study leave opportunities.

¹³ As we shall see later a similar idea had been proposed earlier by Professor R. Casimir in 1918.

Research

There is a need for much more research, including an inventory of educational activities for adults, needs and motivation research, evaluation, research into teaching methods, action research (especially into multi-media experiments), and into personnel and accommodation. A research policy is needed which coordinates plans, but also expands opportunities for short-term, practical, local research projects, which has clear guidelines on the publication of results and their incorporation into practice, which entails co-operation with universities and research institutions with regard to application.

Government policy

Considered as essentials for the development of government policy are

- decentralization of the policy on culture, including revision of the financial arrangements,
- the furtherance of co-operation on the basis of good discussion and by means of democratic and federally organized co-operatives, together with room for reform and experiment.

To this end a Ministerial Committee should be established with a more specific task and more authority than the committee preparing the report. The brief could include the working out of plans for provision, the organization of research and the setting up of adult education councils, and in particular the forming of proposals concerning legislation (in which there must be room for experiment and movement, an orientation towards permanent education, and regular communication with the field through an official government advisory body), finance and educational leave.

The impact

An impetus for change was coming then, from the field of adult education, but there was also a favourable climate in politics and the relevant ministries. It should be noted (Stapel 1976, p.19) that in this developing field experts and policy makers were largely the same people, so that there was good communication and mutual influence was very easy. Concepts and ideas from the study committee could often be put into practice by the same people and their organizations. They could also be drawn to attention in conferences.

Three major conferences were to follow shortly, the Government Round Table on Education Permanente, in 1969, the National Unesco Committee conference on Education in the Context of Permanent Education, in 1970, and the Rotterdam conference in 1973, on the relationship between work and further education, under the auspices of the Committee on Increasing Productivity (Commissie Opvoering Productiviteit of the Social Economic Council (Sociaal-Economische Raad)¹⁴. It is to the first two of these that we shall turn next.

Government Round Table, Beekbergen

In November 1969 the Minister for Culture, Recreation and Social Work (the relevant Minister), Dr. M.A.M. Klompé, held a Round Table Conference on the subject of 'education permanente' at Beekbergen (CRM 1970a), inviting representatives from all fields of informal adult education. Mr Leo van Ommen,

¹⁴ It should be noted that whereas the Ministries of Culture, Recreation and Social Work and of Education could act in their own right, the Ministry for Social Affairs (Sociale Zaken) must work with the social partners and the Social Economic Council.

Deputy Director-general for Adult Education and Recreation) began his opening address with the following words:

This is an important moment in the history of informal adult education in the Netherlands. For the first time a Minister has called together all the groups concerned in one way or another with informal adult education, so that collectively they can give a new impulse to this educational work. For the first time a Minister is asking these groups jointly what policy she should pursue in the future to give this work the place in government policy which the concept of permanent education demands. For the first time a Minister and her colleagues are standing among the participants in order jointly to discuss a new approach with representatives from many kinds of educational work. It is also the first time in the history of informal adult education that a cultural political principle has been so closely bound to developments in society that it requires a new orientation, a restructuring, co-ordination and integration of all personnel present. (CRM 1970a, p.11)

The first question was to ask whether indeed participants could accept as a starting point the principle of permanent education as formulated by the Dutch government, international organizations, such as Unesco and the Council of Europe, educationalists and practitioners. He reminded them of what Klompé had said earlier, in 1968, on the occasion of the 50th anniversary of the Bond van Nederlandse Volksuniversiteiten (Federation of Dutch People's Universities), namely that it was based on the idea that education must go on throughout life, and that above all it stands for co-ordination and integration of hitherto separate bits of provision, beginning from the position that the whole process cannot be concluded at a given time, but is continuous.

Therefore:

éducation permanente' is first and foremost an organizing principle, which remains in force from the first years of life until a considerable age. In this respect it will be seen that although informal adult education can make an important contribution to 'éducation permanente', it by no means represents all of 'éducation permanente'. (CRM 1970a, p.11-12).

The need for integration had been pointed out in the official publications from the Council of Europe, but had also been raised in the Netherlands on a number of occasions, as shown in the documentation for the conference (NCVO 1969)¹⁵. Despite some misgivings with regard to an imposed system, there was a high level of agreement over the need for more co-operation and co-ordination in the context of continuing education. The Minister reassured participants that it was not her intention to impose a given system, and that, on the contrary, there would be continued discussion with the field, in order to achieve 'a coherent, integrated and flexible totality of educational activities and provisions' (CRM 1970a, p.21).

¹⁵ This documentation also recognized that the concept of continuing education was not new. The compilers trace it back to Confucius, Plato, Aristotle, Augustinus and Comenius, and also refer (pp.3 and 4) to an early twentieth century British source, the 1919 Adult Education Committee of the Ministry of Education (1919 report), where it is stated:

'The necessary conclusion is that adult education must not be regarded as a luxury for a few exceptional persons here and there, nor as a thing which concerns only a short span of manhood, but that adult education is a permanent national necessity, an inseparable aspect of citizenship, and therefore should be both universal and lifelong.' (*The 1919 report. The final and interim reports of the Adult Education Committee of the Ministry of Reconstruction 1918-1919*, Nottingham, University of Nottingham Department of Education, 1980. (Reprint) 'Final report' p.5)

Two urgent wishes were expressed repeatedly during the discussions: the need for academic research and the need for creating opportunities for experiments and new forms of educational work (p.29). The need for co-ordination between the various Ministries involved in the education of adults was also raised.

In her preface to the published report Minister Klompé expresses her gratitude for the success of the conference, and hopes that discussions will be further stimulated by the circulation of the report. However, there needs to be a practical outcome; she envisages in the first place a number of experiments, and declares her intent to make an experimental phase possible in her policy (p.5).

National Unesco Committee conference, Helvoirt

In October 1970 a conference on 'Education in the context of permanent education' was held in Helvoirt under the auspices of the National Unesco Committee for the Netherlands. The proceedings were published as Nationale Unesco-Commissie-Nederland (1971a). The task of the Unesco committee was to advise the Dutch government on concerns of Unesco, but it also felt that it would be appropriate (in addition to its advisory function) to develop activities directed towards the study and discussion of questions in the Unesco programme which also had repercussions on, or relevance to, Dutch society.

As the first such question it chose the theme of 'permanent education' and set this in the International Year of Education, hoping to bring about in the Netherlands, as in many member states of Unesco, a renewed consideration of the problems of education. The committee chose the theme of 'éducation permanente', because, as they knew, despite interest in this subject in other

lands, up to that point little attention had been paid to it in a strict sense in educational circles in the Netherlands (p.5)

The composition of the group to attend the colloquium was a difficult job for the organizing committee. Some people were invited in a personal capacity, some as representatives of the field where the problems of lifelong learning occur. (Among those attending were Ger van Enckevort, H.H. Frese, Rob Hajer, Leo van Ommen.)

The opening address was given by Dr H. Veringa, Minister of Education and Science, who made reference (p.6) to the climate of change in contemporary society, something which was likely to endure, and to the fact that this formed the background to the concept of permanent education.

The core of this concept is that everyone shall have the chance, throughout life to return, with greater or lesser frequency, to formal education. Acceptance of this idea is a 'must' in my opinion... (p.6)

The Minister went on to refer to discussions which had already been going on in the Netherlands, the Round Table Conference and *Funcitie en toekomst*. According to him it was understandable that the discussions should have started in the informal adult education sector, but although adult education had so far been of an 'incidental nature', in the context of permanent education it must become a 'normal' phenomenon, and it was becoming increasingly clear that 'normal' education must take account of the concept of continuing education (p.7). He went on to review the problems associated with education set in the context of permanent education. People could now see (p.8) that education can fulfil important functions (social, cultural, economic etc.) in society. According to some, these functions can either preserve or change society; the Minister would rather opt for a function which sought to change

society, although this was too simplistic a contrast. How far education could, and should, go towards changing society, and the routes to take, were matters which required a great deal of study and discussion, both in the field and in parliament. Moreover the problem needed to be approached so that it was not a matter of Solomon's choice, but 'in accordance with the nature of Dutch society, preference must be given to a certain pluriformity' (p.8).

Dr Veringa goes on to raise the questions of motivation, structure, organization and finance, and *how* adults are to participate - in their free time or in work time, or both combined (pp. 8-10). With regard to motivation, education must be designed so that people of any age are stimulated to join in again. There needs to be more scope, according to some, for independent working, and some internal democratization, more association of pupils with what happens in schools. Tertiary education needs to be more widely available, with a new structure which will enable people to return to higher education after having 'entered society' on leaving secondary education.

Some forms of formal adult education, e.g. evening classes, Dr Veringa points out, are paid for from the public purse, but formal adult education is not part of the public education system. Should not schools be more closely involved, and not just by providing accommodation, but maybe by co-operating with correspondence institutions, adult education institutes, broadcasting? The place of radio and television needs to be considered, and reference is made to the establishment of the Open University in Britain. The Minister also raised the question of how the financing of adult education was to be handled - by government department or departments (and if so which?) or partly or entirely by participants and/or other institutions such as firms? Where was government policy with regard to adult education to be formulated carried out?

If adult education is to be a 'normal phenomenon' in society, how are adults to be enabled to participate?

In concluding the Minister expresses his hope (p.11) that the colloquium will provide guidance on the best way to organize follow-up activities that will further the implementation of the concept of permanent education.

One of the addresses to the colloquium was given by Dr. H.H. Frese and concerned itself with positions and explanations around the concept of 'permanent education', sent out to delegates prior to the conference. He comments (p.14) that up to that point permanent education had been little more than talk, and that everyone understood something different by the term. For some it is continuing informal education, which will influence formal education practices. For others it is lifelong learning in the sense of formal education. Reference is also made to various forms of training and retraining. For some the individual needs for education for change and continuity are central, for others the needs of society are at the hub, and the individual must adapt. Training, lifelong learning, informal adult education, social action - none of these things constitute 'permanent education', they are aspects of it (causes, means, consequences, parts).

Permanent education is a concept which aims at integration, in time and space, of informal adult education processes, the provision of normal education and social and cultural change. The concept is used in a cultural-political sense as a principle for policy, at present more by way of word than deed. (p.15)

He criticizes the NCVO report *Functie en toekomst* for not spelling out the implications for policy (p.15), and shows in what he goes on to say that there are opposing views as to what permanent education should be - an economic/technological vision based on the given social order, and a vision in

which the development of the individual is central. Both visions can be discerned, according to him, and the tension between them is determining the dynamics of the development of permanent education (p.24). He fears that the technological view will prevail as it has the resources behind it - the alternative vision, in his opinion the more worthy, is as poor in terms of resources as it is rich in ideas, and doomed to operate outside the corridors of power (p.24).

Report of the discussions

The third day of the colloquium consisted of a plenary discussion over the findings of the working groups and the question of what to do next.

Four questions had been central to the deliberations:

- 1 What are the aims of permanent education?
- 2 What are the consequences for the education system?
- 3 What are the conditions necessary for realization?
- 4 What short-term action can be taken to give shape to permanent education within the field of education?

There was no consensus of opinion on either the aims of education or permanent education. This was not seen as surprising, since they were each dependent on the view of mankind and society, and in the Netherlands, probably more than anywhere else, opinion varied. The question of the aims of education in the context of permanent education could only be handled in a fragmentary manner during the conference - it was far too broad (p.43).

However, most of the participants believed that education and education policy must be based on the concept of permanent education, and that at the heart of this was the need to motivate and enable people to seek information and the

solutions to problems themselves, to take their own stand and use their initiative, and to show them how to achieve this (p.44).

With regard to the content of education: more attention should be paid to the ability to learn independently. With regard to resources and accommodation, technical aids such as television and programmed learning would free up time for more individual tuition. This was not to detract from the importance of radio and television in education in their own right. Both media had great potential for adults, as witnessed by British plans for the Open University. Positive factors in this new project were that it was not tied to time and place, and a multi-media approach was used which included radio and television, correspondence materials and personal tutors. It was noted that the phenomenon of 'external students' following correspondence courses was not new in Britain (p.51).

As far as the structure of education was concerned, it was stated that the existing system needed to be extended to create more opportunities for adults to participate in various types of education (informal adult education, educational broadcasts, correspondence education etc.). Alongside suggestions for an 'Open University', it was said that the role of schools in the education of adults should be examined.

It was noted that acceptance of the principle of permanent education would require not only the extension of existing provision but a rethinking of the entire system of education, in terms of both adults and those of school age, including not only the traditional education institutions, but all forms of informal adult education such as vocational education, political and social education, creative education, family and health education, community

education, museum education, reading and the supply of documents, distance education etc. (p.54).

Inherent in the vision of permanent education is the need to aim at the integration of informal adult education and education (p.55). Education policy must be one whole, and the division of responsibilities between the Ministry of Culture, Recreation and Social Work and the Ministry of Education and Science needed to be changed - there should be one single Ministry responsible for education policy (p.55).

Educational policy planning on a national level should be restricted to the development of general guidelines, which would be fleshed out and carried out at a more local level.

Local planning must also strive to integrate the various types of education work, and to this end local and regional consultative structures should be formed - an example could be found in the Local Education Authorities in England and Wales (p.56). There was also a need for a structure for reform, aimed at experiments and the transfer of new ideas. Although experimentation was called for at local and regional level, there was still a need for experimental policy at national level, in particular in prioritizing experiments. There was a need for increasing awareness among all concerned in the field of traditional education and other types of educational work to the concept of permanent education.

Recommendations for the short term

The two principal recommendations made were:

- 1 the creation of a 'follow-up' group to develop a plan to prioritise which problems should be tackled first, taking into account the Helvoirt proposals;

2 in the future allotting of portfolios, departmental responsibilities should be geared to permanent education, and, if so desired, responsibility for this could be entirely with one Ministry (p.60).

Summary

It is clear that the thinking from Unesco and the Council of Europe concerning lifelong learning had penetrated the Netherlands and was being considered seriously by those involved in adult education planning.

3 Education for adults in the Netherlands: from discussion to action

This chapter builds on Chapter 2 and looks at the attempts to introduce change in the education of adults arising from the concept of 'permanent education' in the period under review (1969-1991).

From the preceding chapter we saw that extensive discussion had indeed been stimulated by the reports and recommendations emanating from Unesco and the Council of Europe. Let us now stand back for a moment and take stock of what had been going on, before moving on to look at later developments as they unfolded.

- In 1969 an Interdepartmental Working Group had been established to promote the co-ordinated preparation of policy for all departments concerned with training and retraining i.e. Social Affairs, Economic Affairs, Culture, Recreation and Social work, Education and Science and Agriculture and Fisheries.
- In 1970, on 1 October, as a result of the NCVO study *Function and future* the Commissie Vormings- en Ontwikkelingswerk voor Volwassenen (CVOV - Advisory Committee on Adult Education)¹ was established by the Ministry of Culture, Recreation and Social Work to advise the Minister in all matters regarding the informal education of adults, at the request of the Minister or on its own initiative.

¹ As a consequence of *Function and future*, which had set the pattern, one of the original members, Wim de la Court, was from the library profession.

In her address on the occasion of the formal installation of the committee on 25 November 1970, the Minister, Dr M.A.M. Klompé, in outlining the Committee's tasks, had commented that due to developments in social-cultural work, in her opinion the map of informal education for adults had become difficult to read (CVOV 1979, p.1) From this time government was to choose to take a more active role.

- In 1970 the Committee for the Development of University Education was established to advise the Minister of Education and Science on questions related to the development of university education. In subsequent years it underwent some changes to its composition and remit, and changed its name in 1973 to Committee for the Development of Higher Education (Commissie Ontwikkeling Hoger Onderwijs - COHO) q.v. This committee was chaired by Dr. R.A. De Moor.

- In January 1971 a letter (Nationale Unesco Commissie, 1971b) was sent by the Committee concerned with the preparation of the Helvoirt conference to the Minister of Education and Science, and also to the Ministry of Culture, Recreation and Social Work, asking them to set up 'steering groups' (as had been done earlier by the 1969 Round Table Conference) to consider questions concerned with developing a vision of permanent education and to establish priorities. It was recommended that the two proposals should be combined. It was also suggested the departmental responsibilities for adult education be re-examined.

- In 1971 the Ministry of Culture, Recreation and Social Work made money available in its budget for 1971 for experiments in continuing education (reduced in 1972), thus fulfilling the promise made at the Beekbergen

conference. A working-group² was established to deal with the requests for, and granting of, subsidies for projects in this area. Cross-connections between the various forms of educational work with adults were seen as important, and library work was included among these. Projects were to run from 1972-1975 with government subsidy. (The background to these experiments can be found in an interim report for the Advisory Committee on Adult Education by J. van der Velde (1972).) It contains some criticisms by Rob Hajer (pp. 14-15) on the cuts in funding which will delay experiments. He is reported to have referred to the Ministry for Culture, Recreation and Social Work having exchanged real policy for the principle of profit, which he finds all the more disappointing because in recent years government and 'the field' had been thinking along the same lines. According to him the 1972 policy is 'the end of a good beginning'. Also criticized (pp. 18-19) is the lack of clarity around the cultural political principle of 'permanent education'. It is too vague and too global, and sets no priorities.)

- In January 1971 the 10th Adult Education Conference for the Dutch language areas (*10de Conferentie Volksopvoeding*) was held in Amersfoort, under the auspices of the Belgian-Dutch Cultural Accord, on the theme of universities and adult education (Universiteit en vormingswerk, 1971). One section, under the chairmanship of H.H. Frese, discussed and made recommendations for an open university, pressing at the same time for the realization of the principle of continuing education.

² The overall Project Leader was J. van der Velde, seconded to the NCVO which provided and administrative framework, offered advice and monitored progress. The Working Group included H.H. Frese, Karel Roessingh and Ger van Enckevort.

- In June 1971 a government memorandum on educational broadcasting was produced (CRM 1971) under the joint signatures of Klompé and Veringa, an early example of the new policy in the field of adult education. This discussed, among other things, the potential of educational broadcasting for adult education, in the context of permanent education (pp.12-13) and unfolded opportunities for an Open School/ Open University. Reference is made to the British Open University, to the German Fernstudium in Medienverband, and the Telekolleg. The increasing need for education beyond school and university had already been established, according to the memorandum, and changes in society were continually making new demands on individuals. Adult education must be extended, to ensure that adults could continue to cope and develop in this changing society. There was little structure in the provision of education for adults. The existing means and methods appeared to be insufficient to deal with the situation. Not only were there too few teachers, but also many people could not be reached by traditional means. The only sensible way forward seemed to be to harness the modern educational technology media, including radio and television (p. 12). But it is stressed in the memorandum that only in the most exceptional circumstances should instructional radio and television be used as independent instructional media. They should be part of a multi-media package.

- In 1972 the NCVO Planning memorandum (Planningnota 1972), prepared by NCVO staff at the request of the Board, appeared, two years after the publication of the report 'Function and future'. The intention was to provide a discussion document to move forward thinking concerning policy in the field. The memorandum contained suggestions for making a start on developing a network of educational provisions for adults, and a policy for the middle term, i.e. the following fifteen years.

Inspiration was drawn from developments in England and Germany. From Germany ideas included those concerning independent study centres and multi-media centres, together with planning: from England and Wales, the function of Local Education Authorities (LEAs) and community colleges as in Leicestershire (pp.360-61).

The core proposal was that responsibility for adult education should be decentralized and lie with local authorities (i.e. closer to those needing provision), and that at the heart of provision would be regional and local educational centres. (For a fuller account see Chapter 5 of this study.)

- In 1972 also a conference on audio-visual resources was held in Groningen (Agora Congres 1972). The Section on Educational Broadcasting called for the establishment of a new multi-media educational institution (called the Open School) to offer facilities to as many adults as possible who might wish to study outside the formal education system and alongside a full or part-time job. The new Cabinet, shortly after coming into office, must appoint a committee to deal with this, and the institution should be up and running by January 1974 at the latest.
- In 1972 the Public Libraries Bill (referred to in more detail in later chapters) came out, giving library work a function within permanent education.
- In 1973 a conference was held in Rotterdam on the relationship between work and further education, under the auspices of the Committee on Increasing Productivity (Commissie Opvoering Productiviteit) of the Social Economic Council (Sociaal-Economische Raad), cited in CBPEN (1976, p.20). The Ministers of Social Affairs and Economic Affairs, the trade union movement and industry appeared to be interested. Industry was being affected by the use of machines, new methods of production and the threat of unemployment.

Training and retraining of workers was felt to be necessary, both for the employees to remain in employment and for industry to adapt to new circumstances. Government should share responsibility for this training.

But, as CBPEN (1976, p.20) points out it was not just a matter of discussion and conferences alone. Just as in 1972 money had been made available in the budget for experiments in the context of permanent education, so in 1973 monies were set aside for the development of adult education at the local level. The 1972 memorandum on education policy had paid considerable attention to multi-media, and to part-time and evening education for adults, and in Oost-Groningen a permanent education experiment had been set up under the joint responsibility of three Ministries - Culture, Recreation and Social Work, Education and Science, and Social Affairs -, demonstrating that training, formal education and informal adult education all had a place in the education of adults, and that government needed to find coherent measures for dealing with this (CBPEN 1976, p.20).

A concerted effort

In a chapter entitled 'The effect of innovation on continuing and adult education', in 1978 Hans van Houte makes the following statement:

There is no doubt that later generations will pinpoint 1973 as the year systematic renewal began in the Dutch educational system. With all respect for the finger exercises of the ten years preceding 1973, characterized by conferences and discussions about permanent education, the renewal of the educational system, educational broadcasting etc., the entrance of Prime Minister Den Uyl's cabinet must be credited with producing the first clear policy of a government programme which set out not only to accomplish a more equitable distribution of incomes,

knowledge and power, but also seriously entered the complete field of education to break open new roads to the future.

A period of leisurely discussion was thus succeeded by a new period wherein discussion continued, to be sure, but this time in a more serious and responsible fashion. The resulting government memoranda and measures, although often quite different, nevertheless displayed an undeniable unity. These were directed to the implementation of what had already been heralded in 1960 by UNESCO as the political-cultural principle of "éducation permanente". (Van Houte et al, 1978, p.4)

The fact that 1973, the critical year referred to by Van Houte above, was the year of the first Oil Crisis should not be overlooked. The Netherlands were faced with trying to introduce educational change in a time of economic trouble, a point picked up in the OECD report (1976).

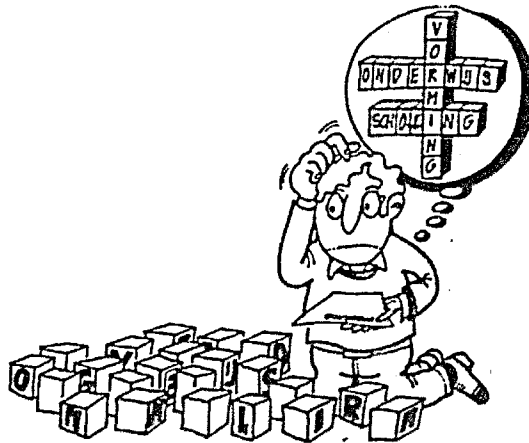
In such cases:

There are at least two possible approaches relevant....One is to assert that nothing can be done because of shortage of resources; the other is to say the best time for change and innovation is when overall expansion is limited by extreme scarcity. The Netherlands must decide for themselves which approach suits them better, but it is worth stating as a matter of established fact that in most countries, in the past, reform has not been held back by poverty. If anything, the reverse is true, that the greatest steps forward have occurred when the financial climate was the most forbidding. This is not to fall into the error of arguing that everything desirable is available free. There are objectives that really have to be forgone if the money is not there, and there are few things that are entirely costless. Nonetheless, the advantage of not having a rapidly expanding budget is that official and Ministerial energies can be focused on issues of whether the existing budget is being used to best advantage and whether there are unexploited economies which it

is now worth making the effort to realise. (OECD 1976, pp.53-54)

The 1973 watershed is commented on in another document:

Post 1973 the plea from the three 'worlds' of informal adult education, education and vocational education received a new political impulse. (CBPEN 1976, p.20)



Illus. 2 The Three Worlds

The new cabinet formed in 1973 under Den Uyl had announced in that year that it wished to pay extra attention to the weaker elements in society, among other things in a policy directed towards the dissemination of knowledge (alongside, and in addition to the distribution of power and incomes). The report goes on to state that this resolution was worked out in various ways. The Minister of Education took a more active role in the innovation of the educational system, placing special emphasis on 'basic' or foundation education which everyone received, and which aimed to give equal

opportunities to all pupils. In addition, an interest was declared in 'second chance' education. The policy for improving the situation of those who were educationally disadvantaged, parent education, community education, and co-operation between formal education institutions and those for informal adult education were important in this connection. The unequal development of education opportunities, and the demand for work received greater recognition, and led to proposals for a more coherent policy. This was to receive expression, among other things, in the Contours memorandum (Contours memorandum 1), which will be covered later.

Faced with the problem of increasing unemployment, the Ministry for Social Affairs began to pay more attention to additional training and retraining. Early retirement and paid educational leave, among other things as preparation for retirement, were examined. The Cabinet Welfare Committee (presided over by the Prime Minister and co-ordinated by the Ministry of Culture, Recreation and Social Work) asked a group of experts to analyse the 'bottlenecks' and problems in the welfare system (Bottlenecks memorandum 1974). The memorandum reviewed the fragmentation of welfare work with regard to the central functions of health and welfare, education and recreation, and pointed to a remedy in 'an ordered alliance via decentralization, democratization and innovation of welfare provisions' (Van Houte et al 1978, p.4).

The Contours memorandum (1975) referred to above - a discussion document prepared by the Ministry of Education and Science - was presented to Parliament in June of 1975 and widely circulated in order to contribute to discussion regarding changes in the educational system in the coming twenty

to twenty-five years.³ It refers to the need for co-ordination of university and vocational higher education, to lifelong learning and second-chance education, and introduces the Open School as the last link in the educational structure needed to make concrete the concepts of 'lifelong learning' and a 'learning society'.

In the published reactions to the Contours memorandum (over 300 responses were received when it was circulated for comment) we find the following comment at the head of the reply from the Advisory Committee on Adult Education:

...Informal adult education is seen as an essential and in principle equally valuable part of the education system. Thus the intent of the frequently cited final resolution of the Unesco World Conference on Adult education in Montreal (1960) is eventually given recognition in the Netherlands also. (*Reactions to the Contours memorandum*, 1977, II, p.127)

The committee period

However, much more was going on concurrently with work on the two memoranda, and it is not without reason that the ensuing years are sometimes referred to as the Committee period. No less than four major committees were established by government between 1974 and 1977, dealing with the following special concerns:

- The Open School

³ The official English summary of this was published as Part 1 of the OECD review (1976) q.v., and the full report was published in English as *Contours of a future education system in the Netherlands: a discussion memorandum* (1975) Ministry of Education and Science.

- Local Educational Networks
- Paid Educational Leave
- The Open University

They prepared and circulated a steady stream of reports up to 1979. (It should be noted that, in contrast to normal British practice, these reports frequently dealt with a specific aspect of the matter being considered, and appeared individually, without there necessarily being a final, definitive report that encapsulated all the recommendations. Thus discussion was an iterative process, over a very long period, with work being conducted simultaneously on several fronts.)

On 24 June 1974 the Open School Committee (Commissie Open School - COS) was established by the Minister of Education and Science (Van Kemenade) and the Minister of Culture, Recreation and Social Work, under the chairmanship of Dr G.H. Veringa, to advise on the development of an Open School. The following points were specified in its brief:

The Open School should be

- 1 an autonomous institution, offering second chance and second way formal and informal multi-media education at secondary and tertiary levels to young people and adults from all groups of the population;
- 2 secondary education and informal adult education should have priority;
- 3 it should use correspondence material, radio, television and other

audio-visual resources, and also individual and group tutorials at local or regional level.⁴

1975 saw the establishment of the Committee for the Development of Local Educational Networks (Commissie Bevordering Plaatselijke Educatieve Netwerken- PEN) in June, by the Ministers of Culture, Recreation and Social Work, of Education and Science, and of Social Affairs, under the chairmanship of Dr Karel H. Roessingh⁵. The Committee brief was as follows:

- 1 To advise the Ministers... on the development of local educational networks.
- 2 By local educational networks is understood local or regional structures for the formal and informal education and training of adults, in which certain tasks for the furtherance of continuing education can be fulfilled efficiently and in a coherent manner.
- 3 Within the brief, particular importance is attached to:
 - a. the coherence between the various forms of work in out of-school educational work and the coherence of this work and school education;
 - b. the task of the municipality and province in drawing up a coherent plan of educational and other socio-cultural provisions;
 - c. the development of criteria for the content of these plans, and the way in which they are drawn up;

⁴ Members included Ger van Enckevort, Cees Snijders, Cees Stapel, and representatives from the Ministries of Education and Science and of Culture, Recreation and Social Work.

⁵ Members included Ger van Enckevort, Hans vanHoute, René Hoksbergen and Frans Stein, the latter from the library world

d. the development of plans and methods of working to stimulate individuals and groups to participate in formal and informal education, with priority for those who have had inadequate opportunities for self-development;

e. the way in which existing provision can contribute to the educational network, and whether and to what extent this provision will have to be adapted. (CBPEN 1976, Appendix I, p.37)

In February of 1975 the Open School Committee produced its first report *Uitgangspunten en prioriteiten* [Principles and priorities] (COS 1975a). This proposed that three pilot projects be set up for deprived groups, to run from 1975 to the middle of 1979. In December of 1975 its second report followed (COS, 1975b), *De drie proefprojecten nader bezien* [A closer look at the three pilot projects], which developed further the ideas in the first report.

1975 also saw the coming into force of the Public Libraries Act which set the work of public libraries in the context of permanent education. It gave local authorities a more important role, emphasized the educational terms of reference of public libraries, and allowed them greater opportunities for becoming information centres with an active policy for the transfer of knowledge. This Act is treated in more detail later, in the next chapter, on 'Public libraries in the Netherlands'.

In 1976 the OECD undertook a review of the Contours memorandum, in its series of reviews of member countries' educational policy and planning. The Examiners visited Holland in March 1976, and their report was discussed at the May meeting of the OECD Education Committee. Extremely significant for the purpose of this study is the following comment:

One phenomenon we have noticed is the number of Ministers that have some degree of responsibility for something that comes

within the general heading of Recurrent Education. This, together with a great proliferation of committees of all kinds, leads us to worry about whether the essence of the new policy will somehow be lost between all of them. Thus, with adult education in the Ministry of Culture; evening schools and educational centres for young workers at the Ministry of Education; vocational training for farming at the Ministry of Agriculture; occupational training for business and trade union education at the Ministry of Social Affairs; training in connection with the issue of retail licences at the Ministry of Economic Affairs, and some vocational training at the Defence Ministry, there is a clear need for co-ordination and integration of policies. It seems to us, therefore, that the Open School should also be regarded as an experiment in inter-departmental co-operation (with, of course the Ministry of Education assuming the lead in this case). This co-operation should be envisaged as including education, training and manpower policies.

Analogous to this there would be experiments in local co-operation aimed above all at the reduction of conflict between the many organisations actually working in the field. In this connection we would underline the importance of the Education Networks Committee, and the need to encourage as much local initiative and co-operation as possible. In this area, above all, success depends on participation and on meeting local needs on both the vocational and professional sides and with respect to general education. We welcome the fact that the Ministry of Social Affairs has participated in the Committee for Local Education Networks from the beginning, and would express the hope that this Committee will continue to co-operate closely not only with the Open School Committee but also with the Committee on Paid Educational Leave which is shortly to be appointed. (OECD 1976, pp. 45-46)

1976 was an important year on all fronts relevant to this study. In May the Committee for the Development of Local Educational Networks brought out, and circulated for comment, its first report (CBPEN 1976) *Problemen en*

prioriteiten bij de voorbereiding van educatieve netwerken [Problems and priorities in preparing for educational networks]. It established two important points:

1. Government has just as much responsibility in the area of education for adults⁶ as for the rest of education. In particular, local and regional authorities should pursue an educational policy which guarantees a local network of educational provision for adults.
2. An educational network is aimed at informal and formal education and training, and must cater for the educational needs which arise from all kinds of situations in life. This explicitly includes work. (CBPEN 1976, p.5)

The committee stated that these were the premises on which it wished to base its work, and from which it would proceed towards concrete proposals for the design and financing of educational networks. Details are summarized on pp. 5-7.

Under the first premise three elements were given attention.

1 Relations between the local authority and the institutions and groups engaged in adult education. The Committee recommended that existing work should be built on. Local authorities should set out in an educational plan how various forms of education for adults could be given a coherent pattern through co-operation with and between the institutions involved. 'Educational plan' meant a plan put together by the proper authorities, indicating how a

⁶ The use of the Dutch term 'volwasseneneducatie' - education for adults - is significant here. Just as Great Britain saw a shift from the use of the term 'adult education' (virtually synonymous with 'liberal adult education' towards the use of the wider term 'education for adults', embracing more types of provision, so a similar change of thinking was taking place in the Netherlands.

varied offering of educational activities for adults could be realized by means of a coherent pattern; the plan should set priorities.

2 The relationship between the various levels of authority. Local government had the first responsibility for setting up educational networks. Guidelines needed to be developed for mutual relations between the various levels of authority.

3 Manner of financing. Hitherto financing had been via various channels. The Ministries of Culture, Recreation and Social Work, of Education and Science, and of Social Affairs all had their own subsidies. Rationalization was needed.

Under the second premise two important points are dealt with:

1 The Committee was of the opinion that educational networks should comprise provisions that were broadly varied as to nature and level. As to nature: to cater for the needs arising from home and life circumstances, from the social, cultural and political situation, and from work. As to level: to connect with experience, training and education already acquired.

2 The Committee stressed that training for professional and work purposes was definitely part of education for adults.

An attempt at a provisional description of educational networks would be as follows:

Educational networks must give people the chance, and stimulate them, to make use as far as possible of all kinds of educational opportunities in their immediate surroundings, to develop these opportunities further, or to organize opportunities for themselves. Functions to be fulfilled are: the preparation and carrying out of programmes; motivating participants and getting their contribution to the setting up and designing of

programmes; advice and counselling on study (i.e. assistance with participants' problems of choice); creating conditions for independent study by individuals or in groups; supporting activities which test theory in practice. Thought will be given to which functions need to be fulfilled, and to what extent these will have to be fulfilled locally or nationally. (CBPEN 1976, p.6)

With regard to the situation existing at the time, the Committee had the following comments, which give a snapshot of the pertaining climate:

There are numerous institutions, organizations and groups concerned with all kinds of education for adults. There is a lot of experience and expertise, but provision is spread very unevenly. Organization of the field is virtually non-existent. There is little co-operation. So far the authorities have not managed to encourage adequate co-operation.

Large groups are not, or are no longer, being reached. Many participants drop out. Those who have already had a reasonable education always gain the most, those with less schooling the least, or not at all.

Until recently the authorities have had an aloof or hesitant attitude. The result: *a fragmentary policy with regard to education for adults*⁷.

Until recently the authorities have scarcely extended their concern to this area. Moreover there is no question of educational and learning opportunities spread evenly over the whole life span.

The beginnings of a new policy are to be seen however. Thus there will soon be a state ruling for local adult education work coming into force, and a general law for welfare provision is in hand. In the Contours Memorandum for a new education policy,

⁷ Italics are those of the writer of this study

building upon memoranda from the 60s and early 70s, attention is paid to second-chance and second-way education, educational centres and an Open School. An Open School is being developed by means of pilot projects. Re- and additional training and educational leave are receiving attention in the labour-market policy also. The recently introduced Public Libraries Act sets the work of these libraries in the context of permanent education. (CBPEN 1976, pp. 6-7)

The Committee is aware, then, of changes which have been, and still are, taking place in educational thinking and policy, and which have been noted in this study. In its proposed policy recommendations it makes the plea itself that educational networks shall form part of a policy directed towards permanent education, the organizing and supporting of learning opportunities throughout life, and in the development of educational networks it opts for the following:

- priority for disadvantaged groups
- study of the possibility of paid educational leave and the right to learn, and the establishment of a Committee for this purpose
- consideration of whether the question of the strategic concept of recurrent education should be developed.

In any case the Committee calls for 'education for adults to be an automatic part of the total education system, in which working and learning interchange with each other,' and recognizes that to achieve this some re-apportioning of resources would be needed (p.7).

One sees then, in the above, both recognition of the 'evil of fragmentation' referred to earlier, and the need for co-operation, as well as evidence of the desire to increase educational opportunities, and some steps towards achieving this.

1976 also saw significant work on higher education. The Ministry of Education produced its memorandum *Hoger onderwijs in de toekomst* [Higher education in the future] (O & W 1976). This set out thinking regarding higher education policy in the long term, and made concrete proposals for short-term policy measures. The need to keep costs down while increasing numbers in higher education is stated, as well as the need to increase opportunities for part-time study.

An important research report into part-time higher education was published: *Op weg naar de avonduniversiteit in Nederland* [On the road towards the Dutch evening university] (De Goede and Hoksbergen, 1976). This will be covered in the later chapter on 'The Open universiteit and libraries'.

The Open School Pilot Projects Foundation (Stichting Proefprojecten Open School - SPOS) was set up by the Ministers of Education and Science and Culture, Recreation and Social Work to carry out the pilot projects for which ministerial approval had been given. The board of directors was to include a libraries representative. An Open School Working Group was established in every pilot project location to help get the project off the ground. The actual team carrying out the work was to be selected from the formal and informal adult education fields, supplemented if possible by others, such as library staff.

The Open School Committee presented its third report to the Ministers of Education and Science and Culture, Recreation and Social Work in December: *De structurering van multi-mediale volwassenen-educatie: een voorlopige schets* [The structure of multi-media education for adults: a provisional sketch] (COS 1977). A provisional structure was outlined, allowing for amendment in the light of experience in the pilot projects, and a definitive report to be presented at the end of 1978 or the beginning of 1979.

Following on the remarks made by the OECD examiners, the report underlined the need for interdepartmental co-operation in the field of education for adults, and went further to emphasize the desirability of departmental unity in the form of a directorate or general-directorate with responsibility for the whole of education for adults. It named as the most important elements the directorate for Adult Education in the Ministry of Education and Science, the directorate for Agricultural Education in the Ministry of Agriculture, the directorate for social-cultural work in the Ministry of Culture, Recreation and Social Work, and the department for vocational training in the Ministry of Social Affairs. Among others, correspondence education, evening schools, formal and informal adult education classes (including agricultural education), library work, community education, community work, and the Adult Vocational Training Centres should also be brought together departmentally (pp. 79-80).

1977 was an equally rich year in terms of developments. In March of that year the second Countours memorandum (The Follow-up memorandum) appeared. It clarified the memorandum on *Higher education in the future*, referred to the *Memorandum on the Open university in the Netherlands*, and elucidated some points relating to the Open School in the first Contours memorandum.

In April the Committee for the Development of Local Educational Networks produced its second report *Door planning tot educatieve netwerken: een afbakening van verantwoordelijkheden en functies* [Planning for educational networks: the division of responsibilities and functions] (CBPEN 1977) This gave an overview of the elements of adult education which needed to be drawn together in a coherent network of provision, to be based on planning by the appropriate authorities. Basic education, the various types of work, and the support functions were given special attention.

At the beginning of the year research into the nature and extent of illiteracy and semi-literacy in Holland had been commissioned by the Ministry of Education and Science (for the Open School Committee) and the Ministry of Culture, Recreation and Social Work (for the Committee for the Development of Local Educational Networks) and the Ministry of Social Affairs. In September the results of the research were published in the report *Analfabetisme in Nederland* [Illiteracy in the Netherlands] (Hammink and Kohlen, 1977). A conservative estimate of a 4% illiteracy rate was arrived at. At the end of September, following publication of the report, a Working Conference was held with workers in the field of literacy work.

Work continued on the Open School front. On 1 September Open School pilot projects began in 14 locations. The Open School Pilot Projects Foundation (Stichting Proefprojecten Open School - SPOS) was established in October to carry these out. The Council of twenty members was to include members drawn from the field of social-cultural work, of which one was to be a libraries representative. In the Autumn, the Open School Committee and Committee for the Development of Local Educational Networks established a Joint Working Group on Literacy. It was charged with preparing, within six months if possible, a joint report of the two Committees with regard to a literacy project. Questions from the research report on 'Illiteracy' relating to policy were incorporated into the brief of the Working Group.

In 1976 Holland had ratified Convention 140 of the International Labour Organization (ILO) on paid educational leave, and in 1977 the Committee on Paid Educational Leave was established, under the auspices of the Social-Economic Council, with L.J. Emmerij as its chairman. The Minister for Social Affairs in the Den Uyl Cabinet asked for advice on the development of policy on paid educational leave, in a letter of 22 June (CBEV 1978, Appendix 3, pp. 41-

51). The request was made in the context of continuing education, and related to the right of workers in particular to learn. Paid educational leave would form one route to (and an important element in) the realization of the concept of continuing education, along with developments such as the Open School and Local Educational Networks, concerned with provision.

1977 was also a year of events in the higher education arena. The Committee for the Development of Higher Education brought out its report: *Naar een nieuw hoger onderwijs* [Towards a new system of higher education] (COHO 1977). The Ministry of Education and Science *Nota open universiteit in Nederland* [Memorandum on an open university in the Netherlands] appeared (O & W 1977), containing proposals for a form of higher education similar to the Open University in Great Britain. The Open School Committee/Committee for the Development of Higher Education report: *Open hoger onderwijs* [Open higher education] was published (COS/COHO 1977). This advised that an open university be established, and before the end of the year an Open university Preparatory Committee (Commissie Voorbereiding Open Universiteit - CVOU) was set up and charged with this task, under the chairmanship of R.A. De Moor.

We have seen some serious discussions on and attempts at opening up opportunities for adults, and some pressure for greater coherence and co-ordination. In 1978 a significant move was made with regard to the latter. The Minister of Education and Science, at that time Van Kemenade, was designated as Co-ordinating Minister for the education of adults, and regular discussions on education for adults were started in February between the various ministries involved.

The same year saw the publication of the Government policy memorandum: *Hoger onderwijs voor velen* [Opening up higher education] (O & W 1978), the follow-up to COHO (1977) above. The principal aims were to make higher education available to large numbers of people within the financial constraints of 'zero growth in real terms' for universities. A two stage university system was proposed, together with the integration of university and higher vocational education and more diversified curricula for both. Also referred to were the need for more part-time opportunities, recurrent education and the Open university Preparatory Committee. In May the interim report of the Open university Preparatory Committee came out: *De open universiteit in grote lijnen* [The main features of the Open university] (CVOU 1978).

In July the third report of the Committee for the Development of Local Educational Networks (seventh report of the Open School Committee): *Kosten en financiering van de volwasseneneducatie in de toekomst* [Costs and financing of education for adults in the future] (CBPEN/COS 1978) appeared. This jointly prepared report, which also involved the Social and Cultural Planning Office, estimated costs for the education of adults according to the then current situation, and for 1985 and the year 2000 in accordance with the continuation of existing policy and with the changes as set out by the two committees.

The Interim Report of the Committee on Paid Educational Leave (under the chairmanship of L.J. Emmerij) appeared in October (CBEV 1978), was unanimous in its recommendations and well received. It formed the basis for further thinking in the Netherlands with regard to this subject. The Committee opted for an extension of the concept to include facilities for participation in education and training for all categories of adults (e.g. child care provision for women with children, replacements for people who were self-employed), and paid leave for employees. Responsibility for financing paid education leave was

laid mainly on the government, although details were not worked out and it was indicated that there was not expected to be enough money available from this source alone. With reference to the universal rights of mankind, paid educational leave was seen as a component of the right to learn. In a system of continuing education recurrent education should be possible. Given the degree of difference in knowledge between those with a good education and those without, it was proposed that a start should be made with the lesser educated. Qualification for leave should be based on income together with the level of education previously enjoyed. Participants should be free to choose in what they wished to participate, from among the available options.

A conference on 'The development of local educational networks' was held in Borne, from 23 -27 October 1978, on the occasion of the 28th Anniversary of The European Bureau of Adult Education, together with the NCVO and with financial assistance from Unesco, the purpose being to review the development of local educational networks in various countries. The proceedings were published (Atkin and Hutchinson, 1978), and contain coverage of the position in the Netherlands in contributions by Mrs D. Goezinne (pp. 9-15) and Mr. W. Dieckhof (pp. 29-32).

On 28th October a symposium was held, on the subject of paid educational leave, organized jointly by Academie De Horst and the NCVO Study Centre, and information gathered for the symposium was published (Van Yperen and Vlasbom, 1978). The conferences show again the role of the NCVO in discussion and development of policy for the education of adults.

The same year also saw the appearance of the Interim report of the Joint working Group on Literacy of the Open School Committee and the Committee

for the Development of Local Educational Networks: *Ontwikkelingswerk t.b.v alfabetisering* [Development work for literacy] (COS/CBPEN 1978).

1979 witnessed the culmination of three of the four strands of committee work. The Open School Committee and the Committee for the Development of Local Educational Networks published their joint report *Alfabetisering van volwassenen en verder* [Literacy for Adults and more besides] in January (COS/CBPEN 1979). The report acknowledged the fact that there were few opportunities in Holland for adults who wished to learn to read and write, and that there appeared to be real need in this area. The same applied to other opportunities to study to a level comparable with the end of elementary school for children. The report recommended that basic education for adults should be given a legal foundation.

The Committee for the Development of Local Educational Networks produced its main recommendations in the 5th report: *Educatieve netwerken in opbouw* [Building adult educational networks] (CBPEN 1979a). Chapter 5 of this study provides further information on the work of the Committee for the Development of Local Educational Networks in attempting to organize the appropriate infrastructure, and in particular on the envisaged role for libraries.

The Open School Committee published its main recommendations in the 9th report: *Naar open leermogelijkheden voor alle volwassenen* [Towards open learning opportunities for all adults] (COS.1979). By this time, experiments had been under way for some time. Developments relevant to this study are covered more fully in Chapter 8. The Open University Preparatory Committee definitive report: *De Nederlandse open universiteit* [The Dutch Open university] (O & W 1979a) appeared, and the Ministry of Education brought out its policy document on the establishment of an Open university in the Netherlands: *De*

oprichting van een open universiteit in Nederland (O & W 1979b). More information on the development of the Dutch Open university, and in particular on its relationship with libraries, is to be found in Chapter 9 of this study.

On 6th November the relevant Ministers sent a letter to Governmental Standing Committees on Culture, Recreation and Social Work, on Education and Science and on Social Affairs stating the desirability of deliberations and decision-making over adult education matters being handled in a coherent way between committees and Government.

The Committee on Informal Adult Education (Commissie Vormings- en Ontwikkelingswerk (CVOV) on 16th November at its own initiative presented a report *Volwasseneneducatie moet van de grond komen* [Education for adults must be got off the ground] (CVOV 1979) to the Minister of State for Culture, Recreation and Social Work (J.G. Kraaijveld-Wouters), setting out the Committee's stance, based on its nine years of involvement with adult education matters. The report was also presented to the Ministers for Education and Science, and Social Affairs. It aimed to bring together thinking on the part of the Committee since 1970, and to contribute to discussion. The view of the Committee was that Government should play an active role in education for adults.

A new phase

The preceding pages have attempted to outline what was happening during the so-called 'Committee Period'. The following decade saw the beginning of a new phase in the development of policy with regard to the education of adults. This was to be the period of the 'Projectenbeleid' (Projects Policy).

Co-operative innovatory projects were set up in the field of education for adults for a period of approximately three years. Following on from the earlier committee work, they were aimed largely at disadvantaged groups, thus: illiteracy, cultural minorities, the introduction of the Open School method of working, educational networks and vocational education. National project groups and a national co-ordinating group were to make proposals for adjustments in the projects policy, or for normal policy after the projects were over. The proposals were to be seen as the basis for policy evaluation and government measures.

In 1980 the Open School Committee and the Committee for the Development of Local Educational Networks were dissolved and a Provisional Advisory Group on Education for Adults was established to advise on :

- 1 the place of education in the light of aiming at continuing education;
- 2 methods of working which would enable groups with little previous education to be reached;
- 3 the realization of a coherent pattern of provision/activities attuned to the needs of participants and society for adult education;
- 4 a flexible structure for provisions/activities in the area of education for adults;
- 5 development of the characteristic of 'openness' with regard to the above.

The Group would have a life of 3 years, and there would be annual discussions with the Ministers concerning questions to be addressed, on the basis of which the Group would draw up a plan, for approval by the Ministers. In this way account could be taken of the responsibilities of other advisory bodies concerned with specific aspects of education for adults. It was hoped this would lead to a clearer advisory structure, which could later be regulated by law.

Professor R.A. De Moor was charged in March with preparing the Co-ordination Structure. In June his report appeared: 'Report on the national co-ordination of projects in the education of adults' (*Advies over de landelijke coördinatie van de projecten volwasseneducatie*) (De Moor, 1980). The ideas in the report were supported by the Ministers, and by the Summer of 1980 the chairmen of the national project groups were known and the provisional Co-ordination Group began work. The terms of reference appeared in December.

1981 saw the official inauguration of the National Co-ordination Group for Projects in the Education of Adults. Its aims were as follows:

- 1 to develop and stimulate new and/or renewed integrated educational provision, in order to enable participants from disadvantaged groups in particular to obtain a better position in society;
- 2 to improve the quality of educational provision;
- 3 to gain insight for future adult education policy on the part of government and the relevant institutions, organizations and groups;
- 4 to influence, and carry ideas over into, other developments in the education of adults, on the basis of experience acquired in the project.

The National Co-ordination Group made an emphatic plea for the speedy introduction of a clear, coherent and co-ordinated government policy for the education of adults as a whole, incorporating basic education and elementary vocational education, together with a coherent support structure.

In the same year the Committee for the Development of Higher Education brought out its 9th (final) report: *Unity and diversity of higher education* (COHO 1981) and the Open School Pilot Projects were officially closed.

In 1981 the Government brought out its interdepartmental report, the *Beginselennota*, on 'Basic elements of adult education' (O & W 1981). This gave

a global structure for the education of adults and described a number of activities aimed at reforming content. It set educational policy in the context of general Government policy and pointed out the interconnections with policy in other areas. The basis for educational policy should be the principle of continuing education achieved by means of a system of recurrent education. Informal education for adults is not included. However the Ministers realized that it would be no simple matter to achieve a single coherent system - existing legislation was too varied. A gradual, project-based approach would be needed. For the mid-term, the outcome of a number of innovatory projects was seen as very important. Six types of project are mentioned:

- educational networks
- literacy
- ethnic minorities
- open school methods
- vocational qualifications
- supporting activities for preparation for retirement

It is recognized that the education of adults can play an important part in emancipation, and emphasis is continually placed on correcting disadvantage. The Ministers acknowledged that it would not be possible to achieve a single coherent system of legislation for the whole field of education for adults. The basis for the administrative structure should be the existing legal frameworks, but these should be harmonized in such a way that there would be greater coherence in policy and legislation.

In the Autumn of 1981 a Project Minister for the Education of Adults (Pais) was appointed. The decision was taken to develop a policy plan for basic education for adults, to develop legislation for the education of adults, and to prepare legislation for paid educational leave.

In 1982 the Committee on Paid Educational Leave presented its final report. Unlike the interim report this was not unanimous, although the main ideas were retained. Committee members from the employers' side did not feel it would be reasonable to proceed with the introduction of paid educational leave in view of the economic situation and the state of government finance, hence it was advised against. This meant that effectively the thinking around paid educational leave was reduced to good intentions for a more favourable climate in the future, should that occur.

In the same year, the final report of the Open School Committee appeared, from the Open School Pilot Projects Foundation (Hinnekin & Snijders 1982) since the Open School Committee had been disbanded in the interim. Its main recommendations included:

- 1 Legislation for basic adult education, comprising Open School work.
- 2 That local educational centres be given an important role in the new legislation.
- 3 The need for a national organization to co-ordinate, support and stimulate adult education.
- 4 That there should be real co-ordination of policy between the three relevant Ministries: Education and Science, Culture, Recreation and Social Work and Social Affairs.

In 1982 also the Government grants scheme to local authorities for social-cultural work (*Rijksbijdrageregeling sociaal-cultureel werk*) was introduced.

Municipalities become formally responsible for the planning, quality and appropriateness of social-cultural activities and interdepartmental policy become one of decentralization.

Of considerable significance in terms of opening up opportunities, the Dutch Open university was founded in the same year, and went on to begin its teaching activity in 1984.

On November 22 the Prime Minister stated in the declaration of intent of the new government that 'offering education and training to those who have had few opportunities so far remains the central task for adult education' (cited in O & W 1983, p.2).

In August of 1983 the *Hoofddelen notities volwasseneneducatie* [Mainlines reports on the education of adults] appeared (O & W 1983), in response to the three tasks laid upon the Project Minister for the Education of Adults in 1981. These were to form the basis for further working out of policy on the education of adults in future years. With regard to basic education: priority should be given to basic education for those most severely disadvantaged, i.e. those who had problems with functional literacy and numeracy. Phasing would be necessary because of the economic situation. Reference is made to the lack of coherence, picked up again by the *Beginselnota*, and the need for harmonization in policy with regard to the education of adults. Therefore state regulation for basic education was proposed. It was recognized that a new Act for the education of adults was needed, directed towards coherence in areas such as planning, support and the legal position of educational activities currently regulated by various regimes, and of advice and discussion mechanisms. A separate chapter for basic education would be needed in the new Act.

In 1985 the General Act on Adult Education (Kaderwet Volwasseneneducatie) Private Member's Bill (Initiatiefwet) which aimed to provide a framework for adult education activities and the organizations providing them in order to promote cohesion, harmony and development, was laid before Parliament.. It was not passed immediately , but underwent a protracted period of alteration and amendments.

However, as an immediate result of the Bill, in 1986 The Advisory Council on Adult Education (RVE) was established by the Minister charged with co-ordinating policy for Adult Education (Deetman), together with the Ministries of Welfare, Health and Cultural Affairs, and of Social Affairs and Employment. Its brief was:

To advise the ministers, as requested, or on its own initiative, on middle and long-term policy for the education of adults, with particular attention to:

- a the development of a coherent system of education for adults, including support;
- b the way in which activities for the education of adults relate to each other;
- c the way in which these activities meet the needs for adult education.

This was to be seen in the light of striving towards the concept of continuing education. The first chairman of the Council was L.B. van Ommen.

In the light of developments following the coalition agreement the Ministry of Welfare, Health and Cultural Affairs withdrew from adult education and from the Council in 1986.

In 1987 Regulations for Adult Basic Education (Rijksregeling Basiseducatie) were introduced. The costs were to be covered by central government, which made an allocation to local authorities, based on criteria such as the degree of educational disadvantage and the number of adults from ethnic minorities in

the area. Responsibility for the provision of adult basic education was placed with the local authority.

The new General Law on Adult Education (Kaderwet Volwasseneneducatie 1991) came into force in 1991. It was concerned principally with the mutual adjustment between and within the different sectors of adult education and training, and with the provision of appropriate support services. The intention was to secure integration and co-operation in order to facilitate the further development of adult education and training. The Act covered adult basic education. Only the existing regulations for adult basic education were integrated into the new legislation. Liberal and social-cultural adult education were covered by the Welfare Act, in which decentralization of policy and resources to the local authorities were central.

At the end of 1990 further legislation was in the pipeline for General Adult Secondary Education, to widen its scope. Part-time courses in higher vocational education and university education were covered by the Higher Vocational Education Act and the University Education Act. These were to become integrated in the Act on Higher Education and Scientific Research (The Open university was covered in its own Act), and a new Act on Comprehensive vocational Education was under consideration. Thus, according to Cramer and Houtkoop (1990, p.16) the legislative framework for adult education and training seemed to be gaining clarity.

In 1990 (at the request of the Dutch government) a further OECD review of educational policy took place (OESO 1990) based in part on the Ministry of Education's own review (O & W 1989). In the OESO review we find the following comments:

Almost twenty years ago the most important questions with regard to the education system were essentially no different from those of today. (OESO 1990, p.15)

With regard to education for adults specifically the experts observe:

When we first attempted to outline the problems in the adult education system in the Netherlands, we were overcome by a deep sense of bewilderment. However, it was comforting to discover that we shared confusion with a great many of the Dutch people who participated in the system. (p.70)

The experts go on to refer to the need for a more coherent policy, and for clarification at the policy-making level, in order to avoid duplication and inefficiency (p.70).

Concluding remarks

This chapter of this study, and the previous chapter, have been concerned with providing a broad-brush picture of thinking on, and developments in, the education of adults in the Netherlands, arising from the principles of permanent, or continuing education and lifelong learning, and at attempts both to widen opportunities and to arrive at a comprehensive and coherent system. Some of the initiatives and documents covered will be expanded on later in Chapters 8 to 10, dealing with specific developments.

Early on reference was made to the observation of Minister Klompé in 1970 (CVOV 1979, p1) concerning lack of clarity and coherence in the system, which made the 'map' of adult education difficult to read. It is interesting to find, in December 1990, the following headline in a major newspaper: "Het onoverzichtelijke volwassenenonderwijs" [Adult education in a mess], (Pama, G. 1990). The article is a report on a conference on Investing in Human

Resources: adult education and training in the Netherlands organized by the Advisory Council on Adult Education (Raad Volwasseneneducatie- RVE), (RVE 1991). In his address to the conference the Minister for Education (Ritzen) had the following to say concerning adult education:

...a multi-coloured patchwork of organizations for the education of adults, which often work quite independently of each other, even when this is in direct conflict with the needs of potential participants. What is needed here is for people to concentrate on the demand side by creating a coherent and co-ordinated framework for all forms of education for adults. (p.21)

Juxtaposing the two Ministerial statements (1970 and 1990) one cannot but agree with the statement in the OECD review that 'the political decision-making mills in the Netherlands grind rather slowly' (OESO 1990, p. 22). However, this is not the place for commentary on that score. The foregoing pages have aimed to indicate thinking and discussion going on in the period under review, to which the public libraries could react, or not, as they saw fit. These reactions will form later chapters in the study.

4 Public libraries in the Netherlands: origins and overview

This chapter shifts the focus away from adult education and on to libraries. It aims to give a feeling for how the Dutch public library system developed, and some basic insights into the modern system in the period under review, setting the context for later chapters dealing with the relationship between adult education and libraries in the light of educational change.

Margreet Wijnstroom, then Secretary General to the former Central Association for Public Libraries, writes in 1966:

It is impossible to understand the public library in the Netherlands today without dwelling for a short time upon its history. This history starts at the end of the 19th century, with the inception of the first two public libraries, based on the British example: Utrecht (1892) and Dordrecht (1898)¹.
(Wijnstroom 1966, p.29.)

The following pages attempt to sketch an outline of the history of public libraries in the Netherlands, highlighting points of particular relevance to this study and the views of a number of key figures, some of whom will be returned to in more detail later in Chapter 6.

¹ There may be an error here. Other sources give the date as 1899, e.g. De Vries (1963, p. 67), Eggink (1986, p.437, De Vrankrijker (1962, p.137). However, this does not detract from the thrust of the statement.

Forerunners

A full account of Dutch public libraries from the earliest days to modern times is to be found in Schneiders (1990)². Eggink (1986) distinguishes the following categories of forerunners in the period 1850-1900.

- Popular libraries (Volksbibliotheken)
 - Popular libraries of the Nut (Maatschappij tot Nut van 't Algemeen - Society for the Promotion of Public Well-being) (c.1790- c.1930)
 - Denominational popular libraries (c.1850-c 1920)
- 'Reading ' or 'Shop' libraries (Lees- or Winkelbibliotheken) (c. 1760-1950)
- Technical and commercial libraries (1850 on)
 - Libraries established by firms for their workers
 - Libraries established under the workers' own initiatives
- (Public) popular reading rooms (c. 1890-c1905)

This range of libraries will be covered in varying degree of detail in what follows. No attempt will be made to cover the university and other learned libraries used by the more educated Dutch inhabitants, nor the expensive reading clubs maintained by the upper classes, as the focus here is on the connection between early public libraries and the spreading of education to the less privileged and wider population.

² A brief English language account is to be found in McColvin, L.R. (1956) *The chance to read: public libraries in the world today*, London, Phoenix House.

Nutsbibliotheken

Reference has already been made in Chapter 2 to the founding role of the Society for the promotion of Public Well-being (Nut for short) in adult education and the spreading of elementary education. The society had a similar role with regard to libraries. According to Wichers (1984, p.8) the first lending library to be established in Holland was founded by the Nut in Haarlem in 1791, and many modern public libraries are built on the foundations of the original 'Nutsbibliotheek'. By 1810 there were already more than 50 of these libraries, and by 1890 the number had grown to 340. By 1984 only 20 remained, but, as has already been said, many had been incorporated into modern public libraries.

The Society saw libraries as a natural extension of education. What had been learned could be maintained and supplemented by means of the library; the establishment of lending libraries would enable people to have cheap access to good books, which would contribute to their spiritual enrichment. Books were loaned free of charge to the poor, and thus the library made a valuable contribution to the adult education effort (Nut 1984, pp. 6-7). Eggink (1986, p.430) refers to difficulties in the early period when illiteracy was widespread. For instance, in 1850 only half the children between 5 and 14 years underwent any form of elementary education. The Nutsbibliotheken were run on a voluntary basis by members of the Society with no professional background and little feeling for ordinary people, or knowledge of their tastes. Moreover, the library was often only open for an hour and a half in the evening for borrowing. Originally open only to men, women and children were admitted to the libraries before long. The stock consisted mainly of religious and instructive material, but later in the century also included popular novels, and, according to Eggink,

was of a reasonable standard, sufficiently so for Society members themselves to be borrowers.

From 1860 the Nut began to take a more active interest in encouraging reading. In that year, inspired by the development of free public libraries in the Anglo-Saxon countries, it proposed that every municipality should be obliged by law to provide a suitable 'popular library'.

Denominational 'popular libraries' (1850-1920)

The first Catholic and Protestant libraries began to appear about 1850.

'Reading' or 'Shop libraries' (1760-1950)

Libraries of this kind existed as early as the 18th century, but then principally for the higher classes. From around 1800 their numbers grew and, as they cost little to use, the lower classes used them to obtain access to lighter reading than was provided in the 'popular libraries'.

Technical and commercial libraries (1850 on)

In the major cities libraries grew up which were no longer concerned only with the preservation of old scientific books, but which also began to lend technical books and popular scientific literature, in the interest of furthering trade and industry.

Libraries established by firms for their workers

These libraries were intended to contribute to the skills of the workers, and also to keep them from less desirable activities (such as frequenting inns and coffee houses). However, the opportunities provided in the work-place also contributed to a more independent work-force, so that at the end of the nineteenth century the trade unions began to press even more strongly for the establishment of public reading rooms.

Libraries established under the workers' own initiatives

This happened sometimes in the larger towns.

Public 'popular' reading rooms (c.1890-c.1905)

From the 1870s onwards there grew up 'popular coffee houses' which were of great importance to the working classes. This was the time of the beginnings of the workers' movement - the coffee houses served as a meeting place and place for discussion, newspapers could be read there and books taken home, and people could be kept from strong drink. Once more - the idea of the library keeping people from other temptation.

The ideals above matched those of the 'popular reading rooms' (sometimes housed in a coffee house) from 1890 onwards. The 'reading rooms' were aimed at the development of workers and at making them better able to have a say in their own lives. The founders of 'reading rooms' (such as Molengraaff in Utrecht) often strove towards the ideal of Public Library English Style, a neutral institution, for all sectors of the population, and subsidized by the State.

However, since the reading rooms usually received their main financial support from the wealthy bourgeoisie, the founders had to be satisfied with an objective that could be achieved - educating the lower classes to be worthy citizens.

None the less, behind the 'reading rooms' lay the intention of decreasing the distance between the classes, in contrast to the 'popular libraries', where a huge gap between the classes existed throughout the nineteenth century.

The 'popular reading rooms' were by no means all entirely open. Most were a kind of 'society' which working men could join for a small subscription. Some had a short life - Leiden (1891-1896) for instance, where the workers were guided by students in their reading, with the result that the workers with some education eventually tired of being patronized and stopped going to the reading room.

The first Public Libraries

The libraries of Utrecht and Dordrecht have been cited as the first public libraries. However, according to Eggink (1986), the first true public library on the Anglo-Saxon model was Dordrecht. The concept of a 'public library' was vague in those days. The prime mover in the founding of Utrecht Public (Popular) Reading-room (Openbare (Volks) Leeszaal) himself did not have a clear idea - on the one hand he referred to the institution as being useful to the working classes, and on the other to an 'institution of general benefit' (Schneiders 1990, p.56).

Utrecht

The founding of the Utrecht Reading Room was the result of the joint efforts of the Anti Alcohol Abuse League (Volksbond tegen Drankmisbruik), the Society for the Promotion of Industry (Maatschappij tot bevordering van Nijverheid), the Nut, the adult education movement and others - thus not the result of private enterprise on the part of progressive citizens. In aims, methods of working and finance (by gifts), in its early years the Utrecht Reading Room was no different from others. It was a means of improving the lower classes and keeping them from strong drink and the wrong sort of literature.

Utrecht's role at the forefront of the development of public libraries in the Netherlands lay in the fact that, after its re-housing in 1908, it was able to develop into a true public library, new style. In 1909 it began to lend books, but at that time only purely recreational literature. By virtue of a small subsidy from the municipality it had managed to keep going, where other popular reading rooms went under. The reading room pioneer, E.A. van Beresteyn played an important role in this.

Dordrecht

In 1898 the town clerk of Dordrecht, A.R. Zimmerman, published an article in the *Gemeentestem* [Municipal Voice] calling upon municipal councils to establish libraries along new lines, libraries which would not be for particular classes or parties, but for everyone, neutral as to control and provision, with generous opening times and appropriate buildings, where books could be borrowed as well as read (Schneiders 1990, p. 59). According to Zimmerman, such municipal libraries would serve the community interests by making life in

the town much more attractive. The Dordrecht Reading Room was opened on the 1st May 1899. At first there was no lending, and the Committee refused to hear of any subsidy from the municipality. The original Committee structure reflected the traditional attitude to class distinction in Dordrecht - three members from those contributing more than 50 cents per annum, and two from those who contributed less. The level of contribution was to be decided by individual readers, and anyone over the age of eighteen could be a member.

The Reading Room was open every day from 8am to 4pm, and in the evenings from 6pm to 10pm, and there was open access to the shelves. The facilities in Dordrecht were well used and soon outgrew their accommodation, leading to re-housing in 1904. The first paid librarian was appointed in 1906, after having spent some time in the Bücher-Lesehalle in Düsseldorf, and the first subsidy from the municipality was received in 1907, the library depending up to that time on donations.

The Public Library Movement (Leeszaalbeweging)

The establishment of the library in Dordrecht, which people came from all over the country to see, gave an impetus to the Public Library Movement (Leeszaalbeweging) that had begun earlier in the century.

Already, in 1851, a member of Parliament, Baron Stoet, had made a plea for legislation for municipalities to establish public libraries on the English model, i.e. not as the result of philanthropy or charity, but based on the idea that everyone had the right to read and that reading (education) was for the public good. The Liberal Minister to whom the request was addressed, Thorbecke, turned it down on the grounds that the financial burden would be too great for the municipalities, but let it be known that he would welcome private

initiatives. (It was not until 1975 that there was to be a Dutch Public Libraries Act, which will be examined later.)

Action continued throughout the eighteen fifties and sixties, but came to nothing - Holland was not ready for the idea, and remained unready until the turn of the century when the increasing pressures for a more democratic society began to bring about changes.

In 1891, at a conference in Ghent concerned with language and literature³, a plea had been made for the extension of reading clubs and popular libraries, the latter by Simons, who was associated with the Ons Huis (Our House) movement⁴. In 1893, at another conference in Arnhem, Dr. J.F. Bense, a teacher of English, brought forward again the idea of a public library English style, making clear that this was free from class distinction and financed mainly from public resources, thus not dependent on charity or goodwill, which he saw as the weakness of the popular libraries, but this was torpedoed by the then Secretary-General of the Nut, who maintained that education 'out of school' was no business of the State, and was already taken care of by the Nut. However,

³ Nederlansch Taal- en Letterkundig Congres - Conference on Dutch language and Literature.

⁴ Ons Huis was founded in 1892 in Amsterdam, by the amalgamation of a voluntary organization which gave lessons in reading to workers, and the Toynbee Association. Its aim was to encourage adult education by means of instructive and enjoyable meetings. It was open to both men and women, which was most unusual at that time. It contained a library, from which books could be borrowed for one cent per week, and the library was seen as an important place for social intercourse. Ons Huis also had provision for gymnastics, cookery lessons for the future wives of working men, an auditorium for lectures and concerts, and a coffee room. Lessons in Dutch were also given, and clubs could hire rooms. It was in fact the beginning of Dutch community education, but not the beginning of the modern Dutch public library, aimed as it was, at the working classes and not at everyone (Schneiders 1990, p.49.)

by this negative reaction the Nut distanced itself from the growing Public Library Movement, allowing room for the new type of public library (Schneiders 1990, pp. 58-59).

Dordrecht was an example of what could be achieved, and was visited by people from all over the country. The pressure for public libraries was increased, and articles appeared in the press. The nature of the public library became clearer. The publication in 1900 of the book by the German Public Library Movement pioneer, E. Schulze, *Freie öffentliche Bibliotheken, Volksbibliotheken und Lesehalle* made an important contribution to this.

From Dordrecht the movement spread to Groningen, Leeuwarden, the Hague and Rotterdam, which together with Utrecht formed the first six new-style public libraries.

Table 1 The first public libraries

Utrecht	1892
Dordrecht	1899
Groningen	1903
Leeuwarden	1906
The Hague	1906
Rotterdam	1907

The crucial years

Schneiders (1990, p.76) singles out the period 1906-1913 as crucial to the Public Library Movement. In this period a series of directly interconnected

events laid the foundations for the organization, nature and development of the Dutch public library system.

- **1906** Greve's doctoral thesis 'Public reading museums and popular libraries' (Openbare leesmusea en volksbibliotheken), which was to show the way for the development of Dutch public libraries, and which will be returned to in more detail in Chapter 6.
- **1908** The first, non-recurrent Government grant.
- **1908** The establishment of the association which, in 1911, became the Central Association for Public Reading Rooms and Libraries (Centrale Vereniging voor Openbare Leeszalen en Bibliotheken (CV) with Greve as secretary.
- **1911** A Government Grants system was introduced.
- **1912** State subsidy to the first denominational public library, the Roman Catholic Library in Amersfoort.

In September 1906, at the instigation of the Groningen Reading Room Committee, committee members of the six libraries referred to earlier met in Utrecht. On the agenda, among other things, was the question of state subsidy, but members failed to agree on this matter. Groningen made an independent request for subsidy, which provided a reason for another meeting. Greve, who had just gained his doctorate and was at that time librarian of the Second Chamber of the Dutch Parliament and also a member of The Hague Public Library Committee, emphasized the need for a strong organization to publicize the concept of public libraries, to stimulate discussion among members, to publish a journal, to press for subsidies, the compilation of model catalogues, and the furtherance of professional expertise by means of meetings with

lectures - all of which was soon to happen. On the 18th April 1908 the association was formed which was to receive the name three years later of the Centrale Vereniging voor Openbare Leeszalen en Bibliotheken in Nederland (CV) - Central Association for Public Reading Rooms and Libraries in the Netherlands). The work of this association, and particularly the efforts of Greve, its secretary from the beginning until 1951, were crucial to the development of public libraries in the Netherlands, and will be returned to later.

The first, non-recurrent, Government subsidy for libraries was granted in 1908. 1911 saw the granting of the second Government grant, by the Minister of Education, Heemskerk, and the beginning of permanent involvement by government in public libraries. However, the monies for public libraries were not to come solely from the Government. The combination of State grants plus municipal grants was to be one and a half times the sum raised from private contributions. This system, based on the conception that private contributions were an important part of the library budget and politics was to survive for a long time. In 1921 the system was extensively revised, in the Government Grants Scheme - 1921 (Rijkssubsidievoorwaarden -1921). The main contribution was to come from municipal subsidy, which was based on the number of inhabitants, and no longer from private (mainly members') contributions. Article 2 stipulated that:

Public reading rooms and libraries must be of a generally educational and instructive nature, and eschew all morally damaging and exclusively propagandist literature.

(Rijkssubsidievoorwaarden-1921, cited in Van de Roer 1989, p. 260)

The public library was no longer dependent largely on private initiative, and the distinction between the 'public library' and the 'popular libraries', which received no government monies was clear, as was its intended instrumental

function⁵. However, the public library was at last recognized as a matter for general public concern. Schneiders (1990, p.116) sees this as fitting into the pattern for the development of social work in the Netherlands, in which he distinguishes three phases:

- **1890 - 1920: charitable**
- **1920 - 1950: welfare**
- **1950 - 1970: emancipation**

The year 1921 heralded the entry into the 'welfare' phase, and consolidated the concept of the public library. The Government Grants Scheme -1921 was to remain in force until the Public Libraries Act of 1975 was introduced.

Meanwhile, just as the denominational, or confessional, 'popular libraries' followed the 'popular libraries' established by the Nut, so there had grown up denominational public libraries. The first of these were Hilversum (Protestant) and Amersfoort (Catholic), both in 1911. In 1912 the first State subsidy for a denominational public library was granted, to the Roman Catholic Library in Amersfoort.

Although the Central Association embraced the ideal of one public library for everyone, with people taking responsibility for their own development, it also realized that this was not feasible, any more than had been the case in education, witness the 'elementary schools conflict' (schoolstrijd), referred to in Chapter 2. Fearful of losing the lead it had gained over the 'popular libraries',

⁵ The period around 1900 was also the time in Britain when there were proposals to link public libraries to education (cf the 1919 Public Libraries Act which brought English County Libraries within the Education Service, and the 1918 Education (Scotland) Act.

thereby jeopardizing future government grants which would be unlikely to give exclusive support to the general public library, since this would not be in line with Dutch political and social traditions, the Central Association did not oppose grants to denominational libraries. Its own unity was strengthened and safeguarded by the inclusion of members from both denominational and public library groups. Thus the modern pattern of three types of public library in the Netherlands was established.

Table 2 Public libraries

	General	Catholic	Protestant
1906	6		
1924	40	22	2
1965	149	124	2

[Sources: Wijnstroom (1966, p.30)/De Vrankrijker (1962, p.138).]

After the Second World War, Provincial (county) Libraries were established, following the British pattern, although with differences. There was a difficult period when the old conflict over the value of the popular libraries flared up again, and also a rupture among the Catholic libraries, with all the Catholic provincial Libraries except one forming their own association, outside the Central Association. The Catholic municipal libraries supported the type of work embodied in the Central Association.

Unity was re-established by about 1963, by which time the principle of equal standards and government inspection for all subsidized work had been generally accepted. By 1965 examples were to be found of a new type of library, the federated public library, established by two or three existing libraries

joining together and pooling their resources (buildings, books and staff). At best this provided a co-ordinated service; at worst it confronted readers with the need to choose which library they would join.

Gradually the divisions in social and cultural life in the Netherlands became less sharp, resulting among other things, in a decrease in the number of denominational libraries (Koolmees 1978, p.36).

Public libraries in the period of this study

During the 1960s there was much discussion over 'general' public libraries, in which collections and service reflected the full diversity of opinions and religious belief. There was intensive examination of the basic tasks of the public library, its nature and social responsibility (Schneiders 1990, p.197). This discussion, which will be covered more fully in Chapter 6, was stimulated in part by the preparatory work for legislation for public libraries, which would mean that government could concern itself much more with such libraries. Important points were the fact that government at that time could not oblige local authorities to maintain public libraries, and that there were no defined objectives for public libraries.

Taken on board in the sixties by Minister Marga Klompé, who, it will be remembered was the Minister first seeking introduction of the idea of lifelong learning, legislation eventually came in the form of the 1975 Public Libraries Act, under the Den Uyl cabinet (1973-1977), with its policy of spreading knowledge, income and power. The 1975 Act will be returned to in more detail later.

The changes in education, the ever-increasing public interest in world affairs, lifelong learning, the increase in leisure time and

the concept of democracy becoming more meaningful...(Koolmees
1978, p.36)

The above are some of the factors which Koolmees saw as defining the function of public library work at that time. The pressure for change in public libraries, then, was going on at the same time as the pressure for changes in society and for change in the education of adults in the form of the opening up of opportunities to respond to these, as we have seen in the opening chapters of this study. The reaction of libraries to changes in the education of adults and the opening up of opportunities, together with the view of the library profession on the role of the library in relation to these changes, as well as the views of the educationalists and politicians, are covered in Chapters 5 onwards.

Public libraries and government

Whereas the early connection between government and public libraries had been with the Science section of the Department of Education, Arts and Science (Departement van Onderwijs, Kunsten en Wetenschappen), and from 1945 with the Division for Out of School Education (Vorming Buiten School-Verband), by the time this study begins any government responsibility for public libraries had been transferred to the Ministry of Culture, Recreation and Social Work⁶, from 1982 the Ministry of Welfare, Health and Cultural Affairs (WVC -Welzijn, Volksgezondheid en Cultuur) following a fusion of two ministries.

The structure of the modern library system in the period of this study is outlined in the Ministry of Welfare, Health and Cultural Affairs Fact sheets on the Netherlands (Fact sheet 30-E-1986 and Fact sheet C-6-E-1991) q.v. From

⁶ Also responsible for informal adult education.

1921 government responsibility had been based on amendments to the 1921 Conditions for Government Grants for Public Reading Rooms and Libraries (Rijkssubsidievoorwaarden) until the introduction of the 1975 Public Libraries Act. From 1987 libraries were governed by the Social Welfare Act (Welzijnwet). Both of these will be covered in more detail in due course. It should be noted that with the passing of the 1987 Social Welfare Act library policy ceased to be the responsibility of Welfare, and came under the Directorate-General for Cultural Affairs, within the Department for Media, Libraries and Literature (Directie Media, Letteren en Bibliotheken - DMLB).

A national library system

Irrespective of these differences, in the period under review for this study, public libraries were, and still are, part of a national library system. The public library network was (and is) a cohesive system of local, regional and national facilities, with provision for inter-library lending. Worth a particular mention in the context of this study are the thirteen Regional Support Libraries (later known as Academic Support Libraries) which were created in 1969 from existing public and special libraries, to co-ordinate lending in the region in which they were situated, and to purchase literature for people who wished to study, but were unable to use university libraries. (More on these libraries will be found in Chapter 9, dealing with the 'Open universiteit and libraries').

The legislative framework

Public libraries during the period under review (1969-1991), as we have seen, were governed by the 1975 Public Libraries Act, and from 1987 by the Social Welfare Act.

The 1975 Public Libraries Act

The main points of the 1975 Public Libraries Act were as follows. A plan for library provision was to be drawn up in every municipality. These plans were passed on to the provinces⁷, which drew up their plans on the basis of the municipal plans. In turn a national plan based on the provincial (county) plans was drawn up by the Minister concerned, in consultation with the Library Advisory Council (Bibliotheekraad)⁸.

Of even greater significance and interest to this study is the Memorandum in reply to the Act (*Memorie van antwoord* 1974), where the function and place of

⁷ **National and local government in the Netherlands.** The Dutch parliament (States-General) consists of two Chambers (First and Second). The Second Chamber is the more important politically, has 150 members and is directly elected for four years on the basis of proportional representation. The First Chamber, of 75 members, is elected by the directly-elected members of the provincial councils. Holland is divided into twelve provinces, each administered by a Provincial Council, a Provincial Executive, and a Queen's Commissioner. Like the Lower House First Chamber of the States-General, Provincial Councils are directly elected by the Dutch electorate. The provincial Executive is appointed from among the members of the Provincial Council, and is responsible for the day-to-day administration of the province. The Queen's Commissioner (appointed by the Crown) presides over both the Council and the Executive. The Provincial Executives prepare and implement the decisions of the Provincial Councils and any central government decisions which the provinces are responsible for carrying out.

In addition there are Municipal councils and Executives, elected in the same way as the Lower House and Provincial Councils, and chaired by a Burgomaster appointed by the Queen. The Municipal Executive is responsible for the day-to-day administration of the Municipality, and for the preparation and implementation of decisions made by central government and the provincial administration which affect the the municipality in question.

⁸ It is interesting to note that the 1975 Act achieved in the public library domain what was never to be achieved in the planning of local networks in the period under review.

the public library is described, and this will be covered under 'The lead up to the 1975 Public Libraries Act' below.

The lead up to the 1975 Public Libraries Act

Some earlier attempts to introduce legislation for public libraries have been mentioned previously in this chapter. A fuller, but none the less succinct, summary is given in Wijnstroom (1974). It is relevant here to outline events in the 1960s and early 1970's, as this provides the background to discussions on the role of the public library which will be considered later.

In 1961, in response to his request, the Committee of the Central Association presented the Secretary of State (Scholten) with a memorandum concerning the revision of the State Subsidy⁹. This put the question of legislation back on the agenda, and on October 8 1964 a meeting of the Central Association was called to discuss the matter. On 12 January 1965 the Central Association established a Committee to look at legislation, under the chairmanship of A.F. Schepel. The task of the committee was to draft a Bill for a legislative framework for public libraries. However, the Ministry of Culture, Recreation and Social Work had a similar idea meanwhile, so the Central Association did not proceed with its work, and instead limited itself to drawing up some principles which should be observed in any legislation on public libraries. At the end of 1966 the Central

⁹ CV (1961) *Nota van het bestuur der CV inzake de herziening van de Rijkssubsidievoorwaarden -1921*, 's-Gravenhage, Centrale Vereniging.

Association forwarded to the Minister of Culture, Recreation and Social work a report on the principles of public library legislation¹⁰.

The Minister (Klompé) reacted on 2 August 1967, in a letter to the Association (Klompé, 1967), acknowledging her appreciation of the reports submitted, and stating that, meanwhile, the Department had been working on draft legislation for public libraries, which could now be tested in wider library circles, though it was not to be made public. On 7 October 1967 a summary of the proposed legislation was discussed by the general meeting of the Central Association in Arnhem. The ideas put forward by the Minister closely resembled those of the Central Association Committee. The proposal was to make the establishment of public libraries compulsory in centres of population over a certain size, to create regional libraries, and a national central library, and to lay down certain quality constraints with regard to accommodation, bookstock and staffing. It was also proposed to establish a Library Advisory Council (Bibliotheekraad). There was no promise that library access should be without charge, although the Minister was prepared at this stage to consider whether, in certain circumstances (e.g. for youth, or as an experiment) the economic situation could withstand the dropping of a contribution.

In December 1967 the Central Association presented to the Minister a full report of the meeting, and its conclusions¹¹, after which there was a period of silence. This ended with the publication of the *Voorontwerp Wet of het*

¹⁰ CV (1966) *Rapport inzake de beginselen ener Wet op de openbare bibliotheken*, (Cited in Wijnstroom (1974, p. 348).

¹¹ CV (1967) *De wet op de openbare bibliotheken; verslag van de algemene ledenvergadering der CV, gehouden op 7 oktober 1967, 's-Gravenhage, Centrale Vereniging*.

Openbare Bibliotheekwerk [Draft Bill on Public Libraries] (CRM 1970b), which was sent out for comment from the relevant organizations on 23 November 1970. A response was requested within three months, which, not unjustly, caused some annoyance, since it had been three years since the Central Association had submitted its extensive report. According to Wijnstroom (1974, p.349) the Association was of the opinion that the Minister has "missed the boat" and would not be able to lay the Act before Parliament within her term of office, which in fact turned out to be the case. None the less, regional meetings were held in January 1971 to discuss the Bill, with an estimated attendance of some 350 representatives of library directorates and staff, together with representatives from the Ministry, including Bouma from the Department of Adult Education (Volkstonwikkeling) (De la Court, 1971).

De la Court (1971, p.46) refers to the extent to which the library world welcomed the Bill, and also to the hope that it could be presented to parliament before there was a change of government. Some reservations were expressed. De la Court (1971, p. 46) cites principally: regret that free access to libraries and information was not guaranteed, and the poor definition of the concept of 'public library', which did not include the aim of the public library '...serving study, information, education and leisure for everyone' (p.47). In his view encouraging words were said on these matters in the *Draft explanatory memorandum (Concept Memorie van toelichting)* (CRM 1970c), which pointed to the good intentions of the Minister, but there was nothing in the text of the Bill itself.

The Final report of the Central Association and the Vereniging van Functionarissen in Openbare Bibliotheken - VFOB (Association of Library Staffs) (CV and VFOB 1971) was sent to the Minister on 12 February 1971. It is

reprinted in full as Appendix II to the NBLC's response to the Public Libraries Bill (NBLC 1973).

A major point of criticism was that the 'right' of every Dutch citizen to an adequate library service was not expressed, and suggestions were made for amendments to the text on a number of other points. The Bill was submitted to the Raad van State on 19 April. It was not returned until Minister Klompé was already on her way out, which meant delay until a new Minister could become sufficiently familiar with the subject matter.

In February 1971 the Ministry for Culture, Recreation and Social Work had announced a virtually complete stop on all subsidies (Wijnstroom 1974, p.349), and in June 1971 the chairman and secretary of the Central Association wrote to the statesman charged with the formation of a new cabinet, expressing the concern of the Association's Committee over the future of the Library Service. Among other things, such as greatly increased use, and expectations raised by the Draft bill (including financial provisions), attention was drawn to the detrimental effect on the role of the public library in continuing education, and thereby on the conception of continuing education itself (Wijnstroom 1974, p.350).

The draft explanatory memorandum (Concept memorie van toelichting)

Reference has already been made above to the *Draft explanatory memorandum* to the Draft Bill on Public Libraries (CRM 1970c). The time has now come to look at it in some detail, and to indicate its significance for the topic of this study.

Chapter III of this memorandum is devoted to policy and the motivation for formal legal arrangements. The opening paragraph begins with a statement from the Minister for Culture, Recreation and Social Work (Klompé) of her conviction that, in a changing society government has the obligation to create 'opportunities for every citizen to grow and develop in accordance with the principle of continuing education' (p.23). (Continuing education is defined as in the NCVO report *Functie en toekomst* (1970). In this context the Minister acknowledges the crucial importance of being able to access publications on all aspects of culture, and sees public libraries as the appropriate institution for making material (other than truly academic works) available, given the amount of material being published both in print and audio-visual form, and the impossibility of making an informed individual choice, or of purchasing any significant amount of material as an individual. She goes on to refer to the Unesco manifesto of 1949 (Unesco 1949) and to 'Unesco's belief in the public library as a living force for education', and as 'a practical demonstration of democracy's faith in universal education as a lifelong process.' The conclusions of the Committee on Out of School Education of the Council of Europe Colloquium of 1966 (Council of Europe 1966) are then cited: the public library must play an important role in the area of continuing education and the intelligent use of leisure, and ensure the dissemination of knowledge and culture among all sections of the population, according to their cultural, economic, social, collective and individual needs.

The Minister believes that the significance of public library work, as outlined in the manifesto and the conclusions of the colloquium 'lies, to a considerable extent, in its function as a link between the formal and informal aspects of continuing education, and in the complementary nature of public library work and education' (p.24). Therefore, a good public library service must be deemed

as essential as a good education system, and it follows that government should make financial provision for public library work (p. 24). For this, legislation will be necessary. The question is whether there should be separate legislation for public library work, or whether this should be incorporated in more comprehensive legislation on social and cultural welfare. Klompé states her preference (p. 24) for separate legislation, partly on the grounds that it would be quicker to achieve. She goes into more detail concerning the reasons for her preference in the ensuing sections of Paragraph 1. These are based on her conviction of the importance of the public library in the whole of continuing education; an optimal fulfilment of this task raises a number of problems, which become increasingly obvious the more closely the public library is involved in general cultural and welfare provision. For instance, to pick up but a few of the points cited (p. 25):

- access and democratization
- the encouragement of independence
- service to adult education
- the information/advisory role of the librarian.

The public library will need to meet an ever-increasing number of needs, which means that it will have to function on a much broader basis than hitherto as an institution serving the entire population, providing information, advice and a means of recreation and education (p. 26). However, this should not be as an adult education institution - guidance should be of an informative nature and objective (p. 26). The public library must have a role in the totality of adult education and fit in with ever-increasing information needs as these develop. In addition to books and periodicals, attention must be paid to audio-visual materials - the public library must become a resource centre (p. 26). In short,

the public library must quickly become an open, hospitable ...accessible resource centre - something which it has already begun to do' (p.26).

Such developments will entail the setting up of various forms of co-operation, including co-operation with other organizations and institutions concerned with other aspects of socio-cultural work. This is the main reason for the choice of a legislative framework for public libraries.

Two things, then, are very clear. The public library is seen by the Minister as having an important part to play in the totality of education for adults, and it must co-operate with other organizations. These points must be borne in mind when looking at what the library profession is saying about its role in the period leading up to, and during discussions of, the Bill, also when looking at what the educationalists are saying, and when looking at what was actually happening in experiments.

The Minister recognized (p.27) that the vision of the public library as delineated above could not be achieved with the existing subsidy system.

Paragraph 4 of the memorandum outlines the main points of the proposed Act.

The public library is defined (p. 28) as a library which:

is accessible to and appropriate for everyone, regardless of religious persuasion, political leanings or status in society;

aims to be a means of communication for the transference of culture, where "culture" is to be interpreted in the widest sense of the word. In this connection, a public library must have a rounded and varied collection of books, periodicals and audio-visual materials, which are up to date and appropriate to the cultural needs of the readers;

makes its collections available for loan to everyone who wishes to use them.

It should be noted that De la Court (1971, p. 47) remarks on the poor definition of a public library in the actual Article of the proposed legislation (Article 1) and contrasts this with the good intentions of the Minister. Article 1 reads as follows:

...a library accessible to and appropriate for everyone, where collections of books, newspapers and audio-visual materials, which are up to date and representative of the whole cultural field, are made available. (CRM 1970b, p.5)

A systematic planning procedure is proposed, together with qualitative and quantitative criteria (norms). It is considered desirable that there be at least one public library or branch of a provincial library in towns with a population of more than 5,000 inhabitants, and more in larger towns. In towns with 5,000 to 30,000 inhabitants the public library must enter into a written agreement with a provincial library, at least, if it wishes to be considered for support under the Act.

Also of importance to this study is the reference to regional support libraries, as will become clearer in Chapter 9 on 'The Open universiteit and libraries'. The Minister recognizes (p.32) the need for libraries concerned with providing academic literature to people who are not at a university or polytechnic. Such libraries can be important to people following secondary or higher education outside the formal system, and to those who have already graduated. Thus the Bill opens up the possibility of designating libraries (whether public libraries in the sense of the Act or not) to fulfil this function, under the title of Regional Support Libraries (Regionale steunbibliotheken).

The duties of such a library in the future will include the provision of academic literature to the region, and support by means of postal inter-library loans to individuals, public libraries and other institutions in the region, together with

the function of communications centre for the region. It is recognized that it will take some time for well-equipped regional support libraries to be established.

NBLC commentary

In 1973 the NBLC commented to the Second Chamber on the Bill on Public Libraries (*Ontwerp van Wet op het openbare bibliotheekwerk*), following a meeting of members on 2 May, expressing pleasure that the Bill had been placed before parliament by the Minister, and recommending attention be paid to a number of points. NBLC was delighted that there would be legislation for public libraries, particularly in the light of continual growth in the work, and in the use of public libraries, in recent years. (On 31 December 1972 14% of the Dutch population were enrolled as public library users. This is stated in the covering letter to the Report). There was also great pleasure that there would be separate legislation, although it was recognized that the public library had a function in general welfare work, as well as an important role in supporting business and all forms and levels of education. There was no problem with the fact that the legislation was for a more centralized approach to public libraries, as opposed to the decentralized approach to welfare work. It was felt that public libraries were an important basic provision, which required uniform, national legislation.

The following points were raised in a general overview (pp. 1-4):

1 '..as the main institution by means of which every inhabitant of the Netherlands can gain access to all the materials he needs to develop himself and contribute to the living democracy...' the public library should be free. The

Association is disappointed that so little attention has been paid to its report of February 1971 (CV and FOB 1971).

2 shock at the fact that in contrast to the Draft Bill, the Bill is not obligatory;

3 disappointment that the proposed legislation had become nothing more than legislation for finance coupled with a planning procedure, and that there is no reference to any vision on the principles or the future of public libraries in the text of the Act, and that the explanatory Memorandum is non-committal;

4 that there is no vision in the text of the Act with regard to the principle of continuing education, and that no opening has been created with regard to related disciplines, nor room created for the development of public library work in the areas of social-cultural informal adult education, information, or out-of-school education;

5 that the Act does little to stimulate the development of the modern public library into a resource centre.

There is still dissatisfaction with the definition of public libraries in Article 1, and another formulation is proposed (*Amendementen*, p.1). One paragraph in this amendment is of particular interest to this study, and is quoted below:

A public library has as its aim both the active encouragement of the development of a person as a process continuing throughout life, as well as contributing to leisure. This is achieved by making available all the materials listed in the third clause ¹²; by co-operating with other institutions engaged in cultural,

12 i.e. books, periodicals, newspapers, and other printed materials, audio-visual materials and documentation.

social, educational and recreational work; by presenting information in an up to date manner, appropriate to each group of readers, both inside and outside the library. (NBLC 1973, *Amendementen*, p.1)

Thus, regret at the loss of emphasis on the importance of the continuing education role, and of co-operation.

Memorandum in reply to the Public Libraries Bill

The next stage at which to pick up the progress of the Public Libraries Bill, and the statements in it relevant to this study, is with the *Memorie van antwoord* (1974) [Memorandum in reply to the Public Libraries Act].

The memorandum devotes a paragraph to the 'vision of public libraries', stating (p.1) that modern public library work had its 'theoretical and historical foundations in the public library concept based on the English model, as developed by H.E. Greve in his thesis *Openbare leesmusea en volksbibliotheken*, Amsterdam, 1906.' [This work is examined in detail in Chapter 6 of this study.] In the opinion of the Secretary of State for Culture, Recreation and Social Welfare, W. Meijer, 'the connection between the principles outlined then and the form of modern society is of crucial importance for the vision of the public library and public library work of the present' (p.1).

The memorandum goes on to refer to the granting of the annual subsidy from 1919, to the words of Minister De Visser linking public libraries to adult education ('gelegenheid tot volksontwikkeling' - opportunities for adult education). The concept of adult education 'volksontwikkeling' used here, according to the Secretary of State, forms part of the broader concept of lifelong learning of the 1970s, and, once more, reference is made to *Functie en toekomst*

(1970), to the Unesco manifesto of 1949 and its revised version of 1972 appended to the NBLC report (1973) to the Second Chamber on the Public Libraries Bill. The Secretary of State refers to a closer definition of the general principle for policy as contained in the concept of lifelong learning. This is to be found in the explanatory Memorandum to the 1974 budget for Culture, Recreation and Social Work, and is cited as follows:

Aims for the years to come are: new attitudes to knowledge, democratization and the re-creation of equal opportunities for all. However, the aims cited can only be achieved if the instruments are provided to bring about and hasten such a process of democratization. In this, the emphasis comes to lie on creating opportunities with regard to education and information. Informal education - both for young people and adults - will be closely connected to the opportunities for information and education being developed in the media policy: radio, press, and libraries not only support, but are also vital components of such a policy. (*Memorie van antwoord* 1974, p.2, col. 2)

It is recognized that activities are already underway along these lines, but the point is made that there is no coherent pattern:

It must be admitted that the development of adult education in the first half of the twentieth century was largely a matter of chance, rather than direction and planning. (p.2, col.2).

The Secretary of State sees the time when knowledge gained in youth could last for a life-time as definitely past. The present times require knowledge and skills to be developed and renewed continuously.

...That is one aspect. There is another aspect. Where, as in our society, positions of power depend on the opportunities for access to information, knowledge and skill, actual inequality of access leads to the maintenance of privileged positions and in that way to inequality in power. Developments are strongly led

by the most recent knowledge and insights, and therefore the power gap is reinforced by a difference in the level of information and/or education. Activities to do with opinion forming, information and education are essential for people to acquire knowledge and information throughout their whole lives, to learn social skills and responsibilities, to be aware of their own situation and so develop their own culture and determine their own circumstances. Lifelong education in this sense is an instrument for fundamental democratization. (p.2,.col. 2)

The application of the principle of lifelong learning is seen as having far-reaching consequences for the structure and extent of the work, for the planning of provision and for the methods of working. Traditional boundaries between types and levels of work will need to make way for a new network of educational provision, which will require re-orientation of existing provision, the working out of new integrated programmes, and the co-ordination of work by different institutions. The Open School project is an example of this (p.2, col. 2).

In the system of local provision that adult education and education envisage in general, the public library, in particular, can and must take a prominent place, because of its informative function. The quality of education is determined to a considerable extent by the quality of information used in it.

Also the elements which must be considered to be of vital importance with the coming into existence of educational centres, such as correspondence education, the opportunity for independent study, training meetings for the Open School and the exchange of views in adult education processes assume good support by means of reliable information. In this sense, one could speak of a stimulating function on the part of the library with regard to achieving educational provision in a responsible manner.

By means of this orientation of the library towards educational functions in society, both in the sense of supporting and stimulating, it can also play an exceptional role in the creation of equal opportunities and democratization. (p.3,.col.1).

Thus, an extremely positive role for the library is seen. Moreover, the library must not be content to serve only those people who already use it. In future it must aim to reach, above all, groups of people, areas and regions which are clearly disadvantaged in terms of opportunities for development through education and information. The principal task of the library, in achieving this aim, will lie in making available material that everyone, as an individual, or in a group, needs to satisfy needs for personal development. This material can be graphic, auditory, visual and audio-visual. Recreational literature, novels and collections of poetry are also important and must not be neglected.

However, in the light of the aims stated, it is clear that great emphasis is placed on the informative function of the library. The library world itself has always placed great emphasis on this side of the activities and paid great attention to it. Moreover, it is clear that the developments in society have strongly furthered the interest in the informative aspects of the library, and continue to do so. (p.3, cols 1-2).

The Secretary of State identifies a two-fold task for the library in encouraging new attitudes to knowledge: satisfying the information needs of manifest users and creating interest among latent users. The latter will be achieved through the nature of the collections, the appearance of the buildings, the attitudes of staff, the way in which the potential of the library is presented to the public and, especially, through co-operation with other forms of work, including the education of adults. It will do this in two ways: by directing itself towards those who are benefiting from the activities outlined, and those who are responsible for the activities.

That such co-operation between various forms of work and provision is expressly intended and desired is shown in this Act by the inclusion in Article 16 ... of a new clause which makes it possible by means of Orders in Council to create rules concerning "the attitude towards, and co-operation with, other forms of work in the fields of information, education and social-cultural work". (p.3, col.2)¹³

As an institution providing information (material) the public library works with, alongside, and in the wake of, the education institutions - including educational broadcasting - industry and other sectors of society, to bring about new attitudes to knowledge. (p.3,.col.3)

Seen from the technical point of view, the public library has an advantage over the communication media in as much as it has a wider spread of information to offer, and can provide direct, individual , professional guidance. It also provides the opportunity to find answers to questions or information which contributes to finding an answer, in a way which is impossible with, for instance, broadcasting or the press. In a democratic society which accords everyone the right to develop consciously and freely, to form an opinion, to make a choice and express opinions, the public library is a basic provision (p.4.col.2).

The true significance of the Memorandum, as far as this study is concerned, is to be found in the following statement by the Secretary of State:

I am of the opinion that, as part of continuing education, public library work belongs to the basic provisions which everywhere must exist for, and be readily accessible to, the population, to support and develop well-being and prosperity.

¹³ In the actual Act as published this provision is covered in Article 15 (e). (See *Wet op het openbare bibliotheekwerk* [Public libraries Act] IN *Staatsblad van het Koninkrijk der Nederlanden* 1975, 118.)

Furthermore I hope to have made it clear that it is the task of government to specify and guarantee the establishment and maintenance of the libraries.

It is a fact that public library work has its own identity, with its own method and professional techniques, which can only be carried out by professionally trained people, with its own rules and norms, needs and criteria, which arise from that identity. At the same time, this work is tangential to other forms of work - both within and without the sphere of so-called welfare work - in relation to which it has an important support role, and with forms of work with which it stands in a single line, by nature and function. Therefore it will form part of our future information, education, and social-cultural system. (p.5, col. 2)

Given the individual character of public library work, the Secretary of State felt it most appropriate to have separate legislation for public libraries, without prejudice to future discussion on welfare policy, the relation of public libraries to this, and legislation (p.5, col. 2).

That discussion was soon under way, and libraries themselves had to consider their position and objectives in a climate of political and economic uncertainty, not knowing under what legislative framework they might eventually come to reside.

Just how much was going on in the legislative field affecting libraries post 1975 is the topic of an article by C. Schop (1984) in *Bibliotheek en samenleving*, entitled 'Het moeras van de wetgeving' [The morass of legislation], covering the proposed Social Welfare Act and other related legislation in the pipe-line and the consequences for public libraries. We should remember that this was also a period leading up to legislative change in the field of adult education, the lead up to the 'Kaderwet', as shown in Chapter 3, and picked up later in the more

detailed studies of the interaction between educational change and libraries in Chapters 8, 9 and 10.

By 1980 it was already apparent that public libraries were likely to be placed in the 'welfare' sector as far as legislation was concerned. De la Court (1980, p.73) goes to the heart of the dilemma. As a 'basic provision' the position of libraries was assured, but dependent on government finance and regulations. The influence of local government on planning and meeting the local needs was also important to libraries. What was needed, in his opinion, was the maintenance of the Public Libraries Act but also the establishment of a mechanism whereby the quantity and extent of library work which was determined by the local authority should be linked to the Social Welfare Act, so that close connections were established between public libraries and other types of work.

Writing five years later in *Open* (the professional journal aimed at the wider library community, including academic and special librarians) De la Court (1985) gives more detail over objections to inclusion in the proposed Social Welfare Act, which he feels would place public libraries in the wrong sector and separate them from other forms of library work and from other sectors they served. He acknowledges that from 1980 on the library world had come to realise both that decentralization was inevitable and that the Public Libraries Act had its negative side, making public libraries a simple target for government cuts. If public library work, for the sake of harmonization and decentralization, needed to be brought into a broader legal framework, then, in his opinion, a Culture Act, or Information Services Act would be more appropriate (p.67).

The 1987 Social Welfare Act

The Public Libraries Act of 1975 was in force for twelve years only . In January 1987 public library work came under the Social Welfare Act (Welzijnwet), and any hope that public libraries might be recognized as a basic provision was lost. The new government policy was one of decentralization, deregulation, democratization and harmonization, and responsibility for public libraries was laid squarely upon the local authorities - provinces and municipalities -with the only exception being the Regional Support Libraries (Regionale Steunbibliotheekfunctie -RSB), renamed Academic Support Libraries (Wetenschappelijke Steunbibliotheekfunctie -WSF).

However, under Article 30 of the Act (Welzijnwet 1987, pp. 10-11) public libraries were encouraged to participate in local networks with other libraries, and also to co-operate with educational institutions, and, in the case of regional networks, to ensure that what was offered by the libraries in the network matched the needs of participants in vocational higher education or adult education.

The idea behind the subsidy changes was that libraries would be closer to the population they served and more responsive to local circumstances. The subsidies which previously could be given by Central Government for certain tasks were lost; provinces and municipalities received a sum to be used for 'welfare' purposes, which could be interpreted very widely. Public library provision, therefore, according to Schneiders 1990, p.29) became totally dependent on the 'will and wisdom' of local councils. Meanwhile, as De la Court (1985, p.61) points out, since 1975 public libraries had become quite popular with the people and with politicians. Many municipalities had

developed an ambitious public library policy and in his view were unlikely readily to let the library be exchanged for improvements in other facilities.

The Advisory framework

Something has been said about the library system in the period of this study, and about the major pieces of legislation affecting it. A brief look should now be taken at government advisory councils and professional bodies.

The Library Advisory Council

Public libraries, it will be remembered, came under the old Ministry of Culture, Recreation and Social Work (later Ministry of Welfare, Health and Cultural Affairs. The Library Advisory Council (Bibliotheekraad) was established on 1 August 1975 to advise the Minister of Culture, Recreation and Social Work and the Minister of Education and Science, when requested, or on its own initiative, on all matters pertaining to the library system. On 12 October 1987 the Library Advisory council was replaced by the Library and Information Services Council (Raad van Advies voor het Bibliotheekwezen en Informatieverzorging - RABIN). This was to advise the Ministers of Education and Science and of Welfare, Health and Cultural Affairs (and other Ministers whom it might concern) as requested, or on its own initiative, on policy relating to the library system and the provision of information.

NBLC -The Dutch Centre for Libraries and Literature

On the professional side, mention was made earlier of the Central Association (Centrale Vereniging), and unity or the lack of unity. In 1972 a step was taken

towards an increasingly effective policy on the part of public libraries themselves. The NBLC (Nederlands Bibliotheek- en Lektuurcentrum -Dutch Centre for Libraries and Literature) was established as a result of the amalgamation of five organizations concerned with library work. These were the Central Association for Public Libraries, The Catholic Centre for Libraries and Literature (Katholiek Bibliotheek- en Lektuurcentrum), the Protestant Centre for Literature (Christelijk Lektuurcentrum), the CJV Foundation for the Provision of Literature (Young People's Christian Association Foundation for the Provision of Literature), and the Library Services of the Society for the Promotion of Public Well-being (Bibliotheekwezen van de Maatschappij tot Nut van 't Algemeen).

The aims of the NBLC in the period under review, among other things, included:

- The optimum functioning of public library work in the Netherlands
- Co-operation with other organizations concerned with books and librarianship
- Contact with organizations and institutions promoting education, culture and/or recreation.

There had been established in this way a unified, effective organ which could have a voice in the discussions which were taking place on public library matters, including those relevant to this study, as has been seen already in this chapter and will be seen again later.

5 The role of the public library - debate and development.

Part 1 The educationalists and the politicians

This chapter aims to examine the views on the provision of information and the role of libraries held by educationalists and politicians seeking to introduce change in the education of adults in the period under review.

An account has been given in Chapters 2 and 3 of the attempts within the Netherlands to introduce the concept of continuing education and the striving towards a comprehensive system of education for adults. This section moves on to examine what the educationalists and politicians had to say concerning the provision of information and role of libraries, as evidenced mainly in the major government and committee reports, and the professional press. Views with regard to the specific developments of the Open School, the Open university, and adult literacy and basic education will be handled in later chapters dealing with those topics. Work and discussions were often taking place on several fronts simultaneously, and within groups which interacted with, or related to, each other. This cannot adequately be reflected in a written account, therefore readers' attention is drawn to the chronological table in Appendix 1.

Changing times, a changing role

On 27 January 1964 the Head of the Department for Adult Education within the Ministry of Education, Arts and Science, Leo B. van Ommen¹, addressed the

¹ *Leo van Ommen: biographical note.*

* b. 1922

winter meeting of the Dutch Library Association on the topic of 'Libraries in a national policy of education and science' (Van Ommen, 1964). In the context of a rapidly changing society in which the possession of developing knowledge by an élite threatened democracy, he believed government needed to take on a more active role in cultural policy-making, to ensure that people were equipped to deal with the changes. In his view public libraries had an important role in this (Van Ommen, 1964 (p.98). He goes on (p.99) to refer to changes over the years in the role of librarians and libraries. 'Education permanente ' is becoming essential in a world in which knowledge is out of date in a few years.

The library must have a leading role. Co-operation between libraries with different aims and objectives must be encouraged, and overlapping tasks and unprofitable policies must be avoided. The possibility of whether new types of library need to be created must be considered. I am thinking here of the creation or extension of regional libraries to serve the growing number of students on the one hand, and industry on the other. (pp. 99-100)

He makes a plea for legal deposit (p.100) so that Dutch publications are available for study purposes. The library must be used more for the public good (p.100), and this will entail co-operation with other institutions, not just the

* 1958 appointed to the Ministry of Education and Science, charged with responsibility for adult education

* 1964 transferred to the Ministry of Culture, Recreation and Social Welfare as Director of Socio-Cultural Work and Deputy Director-General of Social Development, also responsible for public library work.

* represented the Ministry in the Council of Europe and Unesco

* 1982 returned to the Ministry of Education and Science as advisor with special responsibility for preparing a plan for basic education.

* 1986 Chairman of the Advisory Council for the Education of Adults

more obvious cultural organizations, but also commerce and industry and private organizations. Van Ommen sees that this may lead to tensions, but makes the point that no birth is painless (p.100).

The cultural function of the library is on the agenda with regard to these problems, and thus the attitude of the librarian. It is a matter of an attitude to the public in which the education of the reader is central. (p.100)

Reference is made (p. 100) to the Brain Train initiative in England (classes/study groups on commuter trains²), and to the need to bring culture closer to the public and to overcome the fears of potential readers (pp.100-101).

In summing up Van Ommen (1964) makes 10 proposals (pp. 102-3), of which the following are most relevant to this study.

- 1) Government must strive to see that library work is a 'subject of constant government concern'. This means putting it on the same footing as education, but preserving its character.
- 5) The integration of education, arts and science and adult education must be the gauge of government policy, including library policy.
- 6) Government must consider library policy in connection with other government measures for social and welfare areas.

Writing in 1967 in the public libraries journal *De openbare bibliotheek* Rob Hajer (1967a) Director of the Nederlands Centrum voor Volksontwikkeling (NCVO) - Dutch Centre for Adult Education, refers (p.310) to the need in recent

² This was an experiment which ran for a brief period around this time, but failed to become accepted as a permanent feature.

years for reform in the aims and methods of adult education in the Netherlands, arising from a changing perception of the place and meaning of adult education in society, and indeed the changing terminology which reflects this: 'éducation permanente', 'lifelong integrated learning' and, in Holland, 'vormingswerk met volwassenen' (education for adults) in preference to 'volksontwikkelingswerk (adult education). The term 'volksontwikkelingswerk', according to Hajer, covers a great many organizations, that feel they are related yet have their own identity, and Hajer is encouraged by the growing co-operation between them (p.311), referring (p.312) to the important step taken in 1965 when ten national organizations decided to unite in the NCVO, with the common aim of improving the quality of education for adults in the Netherlands.

However, in addition to these organizations, there are numerous others with adult education as a subsidiary aim and activity, such as libraries (p.313). In the opinion of Hajer (p.314) the relationship between public library work and adult education is worthy of special consideration in the context of current developments. He refers to an article by Wim de la Court (1963)³ on public libraries and adult education, in which De la Court pleads for a role for the librarian in adult education. In addition to the fact that there are reservations in public library circles themselves, he draws attention to the fact that, on the other hand, adult education organizations:

...make only a very limited call on the services of the public library, even when the services could very well be provided. Rather more inspiration in this respect at national level, and rather more daring at local level, rather less fear of poaching on

³ COURT, W. de la (1963) *Enkele gedachten over de openbare bibliotheek en de volksopvoeding in Nederland* [Some thoughts on public libraries and adult education in the Netherlands], *Volksopvoeding* 12 (1) 160-175, cited in Hajer (1967a).

each other's preserves and rather more realization of the fact that the two have much in common as far as aims are concerned, more attention to practical work and less to organizational complications, could contribute to greater and more effective activity. (De la Court 1963, p.175)

In Hajer's opinion this observation is still true and it is time to look at the consequences.

Hajer goes on to explain the historical reasons for the distance between the two types of work (pp. 314-315). In the early stages of adult education, at the end of the nineteenth century, library work was not only an integral part of adult education, but at its very heart. Lectures and books were the medium for passing on cultural goods selected by the élite. From the time of the first World War it was realized that it was not enough just to pass on 'culture', but that there must be an opportunity for personal growth, that adult education needed to take account of the individual character of both the material and the participants, and so courses had come to take preference over single lectures. Librarians consider themselves foremost as agents providing the reader, by means of the library, with written material of an informational or educational nature. The work is determined by the objectivity of the book-collection, although there are subjective elements such as book-selection and reader advice. The librarian creates conditions for the adult education process, but does not lead it directly (p.315). On the other hand, adult education tutors came to concentrate more and more on the process (what actually happened in the interaction between the individual and the material), in which the subjective (social process) elements play a greater role. Thus the two functions grew apart. This process was accelerated, according to Hajer (p. 315) by the ideas of Grundtvig and the emphasis placed on the 'living word' as opposed to the 'dead' i.e. 'printed'.

However Hajer discerns (p.315) a new balance in more recent times, in which the book and information have been revalued. Future society will be determined to a large extent by knowledge, and it is evident that not only teachers and tutors are needed, but also the availability of well selected publications. More space is being devoted in adult education institutions to study, both in groups and individually, and the printed word is being given equal emphasis with the spoken. Hajer predicts (pp. 315-316) a greater demand for literature relating to background developments in society and culture as general information comes initially from the media. The creative use of leisure time will lead to more specialized course work, and therefore the need for more serious resources, including printed resources. Greater attention to the need for continuing learning (after the end of courses) will mean an increased demand for literature and other study material. These developments, he goes on to say (p.316) are all reasons why the contact between public libraries and adult education should be strengthened - in the light of the concept of 'éducation permanente'. This concept, which implies a comprehensive, coherent and integrated system, requires all associated institutions to consider themselves as 'complementary facilities' which enable adults to undertake responsibility for their own education, relevant to their own situation (p. 316).

Co-operation will need to take place mostly at the local level. Some practical suggestions are made (pp. 317-318) as follows:

- 1) Making each other's activities known by means of announcements, conducted tours etc.
- 2) Creating displays or select booklists round themes current in adult education.

- 3) Literature circles - led by the librarian and/or held in the public library.
- 4) The provision of study material in other (non-book) media - broadening the function of the library to that of 'resource centre'.
- 5) Libraries and adult education organizations should both try to take account of the needs in society for education and information. Regular exchange of information on interest in particular courses or for particular literature could be helpful.
- 6) Joint lectures on new literary trends, poetry evenings etc. could be useful in opening up new areas of interest or reaching new publics.
- 7) Although the problems of premises are understood, in new planning there should be contact between all relevant parties.
- 8) Training programmes for personnel in both sectors should include the theoretical and practical aspects of the relationship between library work and adult education, and contact with, together with experience of, each field.

There is, however, a caution here:

Adult education staff must not make too many demands on librarians: their function is not only to supply educational material, but also 'ordinary' information and recreational reading. Moreover the library is concerned not only with adults, but also young people. Thus, in some ways, the library is more specialized, but also broader, in approach than adult education (p 318).

- 9) At local and regional level cross representation on committees and advisory boards is useful (as already happens).

10) It may be important to act together in certain circumstances, since in difficult times (market-wise or in economic terms) the culture sector is often the most vulnerable.

In a speech given at the 9th Gelderland Cultural Conference on 11 April 1969 and published as 'Reading and well-being' in Van Ommen (1969), Leo van Ommen refers to the views on the principle of permanent education expressed by Dr. Veringa (Minister of Education and Science), in 1968 and Dr. Klompé (Minister for Cultural Affairs, Recreation and Social Work in 1969:

It is in fact an integrated process of learning and development which spans the whole of life. Links will have to be formed between nursery, primary and secondary schools, the universities, out-of-school education, radio and television, the arts, library services, sports and socio-cultural facilities; in brief, the principle of permanent education is the foundation of the whole edifice of education. (p. 39)

Libraries, in his statement, are seen as part of this edifice, and

It goes without saying that libraries have an important role to play in this integrated system of education, especially as we shall be inundated by a veritable torrent of information. (p. 41)

He goes on to enumerate five basic problems which he considers of cardinal importance for future policy (p.41):

1)

The library is an institution which provides a service to the whole community, giving information and supplying certain requisites for leisure and personal development. It is not an

educational institution⁴ and the services are informational rather than formational. The libraries' part in permanent education can only be an important one if all of them (academic, special and public) work out a system of collaboration ensuring that the number of libraries is at the required level in all parts of the country, and that specialization is developed wherever necessary. It is becoming increasingly necessary to view these problems in relation to the overall development of libraries in the Netherlands. Specific library problems must be seen as one component of the whole process of the transmission of knowledge, which should be the subject of a national policy. (pp. 41-42)

2)

The principle of an integrated educational process means that libraries must be allotted an effective role at all educational levels....When adult education becomes an essential part of the entire educational process it will need the available information sources, i.e. the libraries. Specialists point to a number of possibilities for co-operation between the libraries and adult education, the main idea being that the two types of organization should try to evolve a common line based on the formational and informational requirements of society. (p.42)

3) The relationship between libraries and schools will need, in his view, to take on a new dimension. School library collections will need to be strengthened and opening hours extended, and the possibility of combined school and public libraries explored. The regional support libraries will be important for those studying at home for higher education (p.43).

⁴ He must mean 'not an educational institution in the formal sense', since it is clear from the tenor of his remarks that he regards the library as having an educational function, even a little later a 'formative task' (p.43).

4) Reference is made to the importance of self-activity in American education, and to the fact that it is one of the principal aims of permanent education. Van Ommen (p.43) sees a 'formative task' for librarians in this. 'Teaching the efficient and creative use of books is one way in which they can make an effective contribution.' This would be to readers of all ages. 'This is an important complement to teaching and one which educators must not overlook' (pp. 43-44).

5) Training is identified as a key factor for the efficient functioning of libraries in view of the wide diversity of activities that will be expected of them.

Training for self-activity and personal creativity, like other kinds of training, will have to become an essential component of the educational system, it is time for the librarian to emerge from his corner and look around. (p.44)

Round-Table Conference, Beekbergen

The significance of the Beekbergen Round Table Conference on continuing education (CRM 1970a), in calling together all the groups concerned in one way or another with informal adult education, has already been mentioned in Chapter 2. The library world was represented on this occasion by Wim de la Court via NCVO, and Father Dr. R.M.C.V. Friedeman from the Central Association for Public Libraries (Centrale Vereniging voor Openbare Bibliotheken). Prior to the conference delegates had been asked to hold discussions within their fields and prepare a paper, on the basis of these discussions, over the place and function of their respective areas of work in the context of continuing education (pp. 12 and 20). Unfortunately despite extensive enquiries no such document from the library field can be traced, nor can the existence of one be remembered. Although it would have been most

interesting and valuable to have had access to such a document, its absence does not detract from the fact that there was library participation, and thus libraries were seen by the Ministry as involved in informal adult education.

Functie en toekomst

The NCVO Study Committee which prepared the report on the *Function and future of adult education in Dutch Society* (Functie en toekomst 1970), covered in Chapter 2, also had input from the library world in the form of a written contribution from Dr. A. de Waal, lecturer at the School of Librarianship and Documentation in Amsterdam, and a former Secretary of State for Education. Chapter V of the report makes recommendations for structures and provisions with regard to adult education policy. Section V.1 covers the contribution of, and co-operation between, the various organizations and calls (p. 75) for more intensive working relationships with other forms of educational work and organizations in society. More specifically:

In conjunction with the desire for more specialization, greater concentration on specific situations in society and the tendency towards a revaluation of information in the process of informal adult education, an increase can be expected in the demand for literature and other study material. In this respect more intensive contact with library work is considered important. Co-operation can take place especially in the introduction of activities by either side, the provision of specialized study and documentation material, but equally importantly by the joint setting up of literature circles, series of lectures, and the making available of opportunities for individual and group study in connection with particular projects.

The establishment of special well-equipped service departments staffed by specialists in public libraries, in the spirit of the "library extension departments" of the Anglo-Saxon,

Scandinavian and East-European libraries, would form an important prerequisite which has already been asked for by the library field.⁵ (p.86)

Further on, with regard to accommodation and staffing, reference is made to public libraries, of which many are seen as growing to be resource centres, and the importance to the support function (information and documentation) and opportunities for independent study. Training for adult education in the context of 'continuing education' must also include insights into related forms of work and opportunities for teamwork, and how the different forms of work can complement each other. Libraries are included in the types of work mentioned (p. 105). A multi-media approach to adult education is needed, in which libraries play a part alongside public information, the mass media, museums and correspondence education (p.130).

Helvoirt conference

Speaking of changes in society during the Helvoirt conference on education in the context of permanent education (Nationale Unesco-Commissie-Nederland 1971a, p 31), also covered earlier in Chapter 2, Drs H.J. Jacobs refers to changes in the aims of education which are increasingly becoming 'how to learn' and 'problem solving' or 'how to **use** information', rather than 'how to **get** information', although it is acknowledged that no attempt will be made on this occasion to go into the implications of this for resources such as libraries, resource centres and study rooms.

⁵ The reference is to COURT, W. de la (1968) *Bibliotheek en volksontwikkelingswerk, Volksopvoeding*, 17, pp.90-96, which will be returned to in Chapter 7 of this study.

Planningnota

In summing up the main principles for policy as stated earlier in *Functie en toekomst* (1970) the *Planningnota* (1972) (touched on briefly in Chapter 2) notes the following points:

The power gap is becoming more and more an education gap. Educational work should aim at furthering democratization and emancipation by giving people the opportunity of access throughout their lives to information and knowledge, and the chance to develop their own culture and to practice skills by means of which they can determine their own circumstances. (p.361)

'Functie en toekomst' gives freedom and solidarity as the foundations for informal adult education. Educational opportunities should be available and accessible to everyone throughout life, that is to say available in or near their home or place of work. Accessibility has implications for the way in which informal adult education is organized, for its content, for the teaching methods and the way in which provision is planned.

The cultural political principle of continuing education can be used to bring about education of this kind. (pp. 361-2)

Continuing education has implications for:

- the relationship between formal and informal education for adults,
- the encouragement of cross-connections between the various forms of educational work, or a multi-media approach (coherence between library work, correspondence education, educational broadcasting, study and discussion groups, local informal adult education work, community and action work, residential work etc.) (p.362)

Most of all continuing education implies that government recognizes educational work with adults as part of the education system for which it has responsibilities for supporting and

stimulating. Education covers more than pre-school, basic, secondary and higher education. But continuing education should not be a new form of work, a new structure; it is a principle for organizing and supporting existing and future educational processes and forms of education. (p.362)

The principle of decentralization is important in achieving informal adult education that matches up with the ideas about continuing education. More concretely this means:

- territorial decentralization of provisions, i.e. provisions attuned to, and built up from, the specific local and regional situation. Informal education for adults can only occur in a close relationship with the local population. Support by regional and national organizations and professionals is 'service', not the work itself.
- functional decentralization i.e. responsibility for provisions should lie with those concerned, and not in a larger bureaucratic entity.
- decentralization of content i.e. provision should relate to the actual needs of the participants, who should have the opportunity of arranging programmes. Programme development can only be a limited part of a national centre. This means, in general, that there must be a broad and varied (pluriform) range of activities at the local level. (For this reason also an extension of the term adult education to the more comprehensive term education for adults is of more than semantic significance) (p.363).

The *Planningnota* then goes on to make specific proposals, starting from existing work, bearing in mind that:

When building an ideal road network one gives preference to existing trajectories and tries to use them and adapt them, but the extent to which this is possible, and whether or not new roads must also be made, only becomes clear from the model of the

future that starts from the changing needs of the road users and
how accessible the roads are for them. (p.364-5)

The proposals emphasize public responsibility for a broad and varied pattern of provision, on a regional basis. The heart of that provision (and of real significance in terms of this study), it is suggested (p.372), should be the Local Educational Centre, offering basic provision for 20-30,000 inhabitants, an average of 10 centres per region. One of these centres, or an extra one, could offer more specialized provision and have a co-ordinating role, that is, there could be one fully equipped Regional Centre per region. Academic support would be provided by means of study and advisory services, along the lines of the Schools Advisory Service.

The most important thing in this arrangement is what the local and regional centres offer. This is focused on supporting learning and therefore need not consist only of setting up courses. The following are considered:

- a leading and helping educational processes and activities in all sectors of regional and local society;
- b providing a forum for public discussion;
- c a broad and varied array of study materials, work and study groups, courses etc.

For the most part the latter will not be new activities. The real importance of a regional centre is in making known in a clear place what is provided elsewhere. The term 'centre' need not indicate a particular physical building, but means an organizational-administrative entity (pp. 372-3).

For a local educational centre it is desirable that there should be links with other educational provision, e.g.:

- comprehensive schools (c.f England and Scotland);
- use of regional centres (streekcentra) set up for young adults in employment;

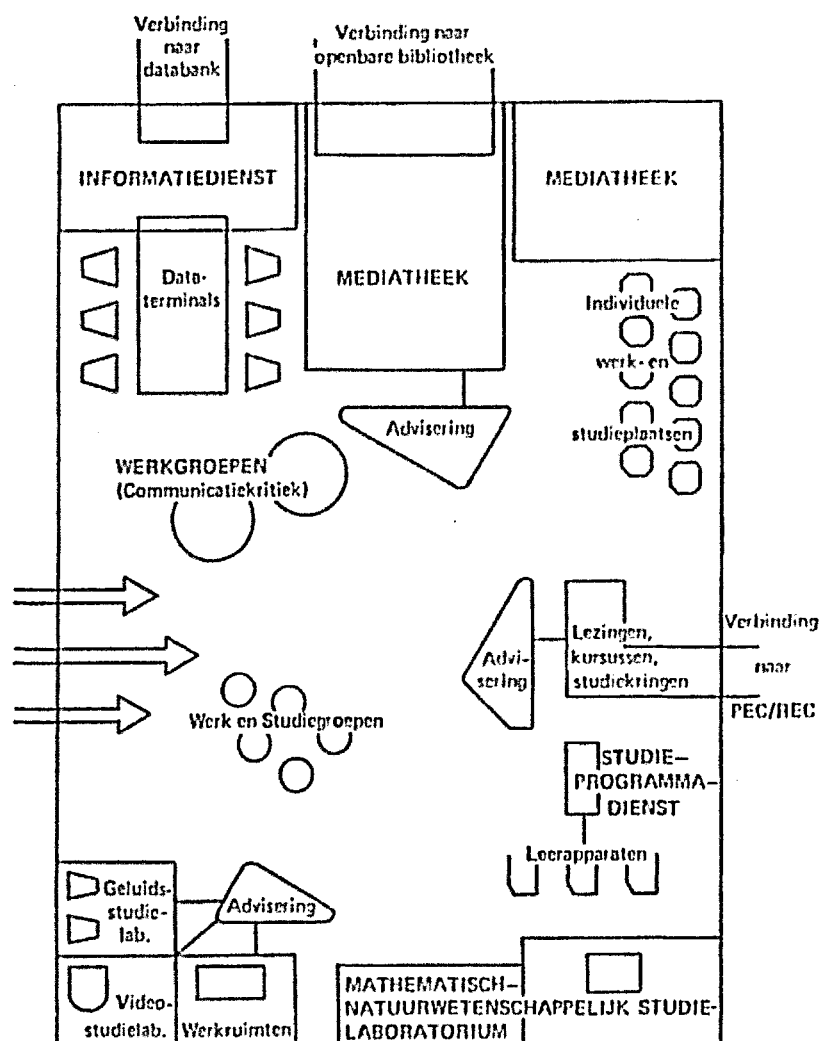
- extension of already existing provisions for cultural work: e.g. community centres, clubs centres, local and village centres;
- extension of public libraries:

These could be the start for "independent study centres". The library profession is becoming increasingly oriented towards keeping up with and processing information, and with actively bringing forward information to support educational activities. Libraries sometimes turn out to be an educational centre in the making. (p.374).

A regional educational centre should be considered primarily as a better equipped local educational centre. It should be able to do additional things:

- counselling service for advice on study. People who want a 'second chance' later in life, and women returning to work and society etc. often have little knowledge of what is available. Also they often need an introduction to study methods and techniques. A counselling service can fulfil the introduction and referral function for groups and individuals.
- an independent study centre:

Local educational centres, in co-operation with public libraries (being extended to resource centres) will contain elements of an independent study centre. Technological developments are leading to larger institutes, which provide part of the total offering, particularly standardized, automated and individualized aids to independent study. The nucleus of this is the resource centre: the making available of printed and audio-visual material. This includes books, periodicals, sound, film and photo material, available separately for individuals, and brought together in programmes and available by means of teaching machines or video laboratories. It is important that an independent study centre should have space for an advisory service (to show the way and provide individual help with study) and also space for study and work groups, in which the content of the ... programmes can be discussed. (pp. 374-5)



Illus. 3 Model of an independent study centre, as envisaged in the Planningnota

The 'Committee' period

The period of the 1970's, as has been said earlier, is often known as the 'Committee' period, owing to the establishment in this period of a whole array of Committees to look into various aspects of adult and higher education,

including some of major significance to this study, notably those concerned with the Open School and the Open university (which will be looked at in Chapters 8 and 9 of this study in relation to libraries) and the Committee for the Development of Local Educational Networks, the Committee established to examine the infrastructure for adult education, including co-operation between existing institutions and organizations.

Speaking again on the topic of co-operation in an educational network, Rob Hajer⁶ (1974, p.652) cites the NBLC discussion document on the 'Aim of public libraries' (Duijker 1974)⁷

The aim of the public library must be determined by the needs of the society it is supposed to serve....In general, until the Second World War, the aim consisted in broad terms of making literature available for personal development, education and recreation. Since that time, and in particular since the sixties, the idea has begun to dawn that the public library can fulfil a task in the context of lifelong education and the process of democratization which is gathering pace in society. (Duijker 1974, p.4, cited in Hajer 1974)

Hajer sees both points as very useful pointers for co-operation, provided they are brought together. (It is interesting to note here that traffic in discussion documents was not just one way - educationalists were also picking up the library documents.)

⁶ Now holding a senior academic appointment within the field of adult education at the University of Nijmegen, and a member of the Committee for the Development of Local Educational Networks.

⁷ DUIJKER, E.S (1974) *De doelstelling van de openbare bibliotheek* [The aim of public libraries], Den Haag, NBLC, covered in the next chapter of this study.

According to Hajer, permanent education implies three kinds of openness (p.653):

- 1) vertical openness - the chance to develop throughout the life span;
- 2) horizontal openness - different types of educational and cultural institutions complementing each other in an educational network (e.g. the Open School, which is envisaged as a team operation with educational broadcasting, correspondence education, and local opportunities for information, study and discussion in educational institutions and libraries);
- 3) openness as to participants - work must be based on their needs, both manifest and latent.

The active provision of information must match the needs of those for whom it is provided. To opt for objectivity is to opt for neutrality and the continuation of the status quo.

In a properly worked out policy of permanent education, openness as to participants implies that autodidacticism, independent learning, is once more accorded an important place - a most important point for libraries too. (Hajer 1974, p.653)

However, it is not just a matter of individuals learning independently, but also groups such as action groups. Such a policy must bring together both personal development and the development of society, in a 'learning society'. Unless activity is directed towards the disadvantaged in society, the only result will be that those who already benefit will benefit even more (p.654). Such a standpoint colours the contribution of the different functions within adult education, and if the intention is really to reach the 60% to 70% of the population who do not participate in adult education, on account of difficulties, then much attention will have to be paid to animation, counselling and information. Close co-operation with community education and trade unions

will be of more use to libraries and local adult education than 'a place in the local temple of culture' (p.655).

Open, coherent, and problem-based provision of information and education is needed most of all at the lowest local level. (p.655)

In Hajer's view:

Instead of guarding 'identities', it seems to me that what is needed is a joint decision to promote a 'development' function, which can facilitate new ways of working and new attitudes to work and divisions of responsibility. ...Special functions (also of libraries) must be clearly presented, but they are not an aim in themselves. New specialisms in education and information must be developed co-operatively. Whether an 'adult education librarian' is actually employed by the local educational centre or the public library, or as part of an educational centre, does not matter to me. (p.656)

As to 'educational centres' - they could be grafted on to public libraries, or local centres or comprehensive schools (p.656). Hajer sees the solution as differing between regions - but is interesting to note that he sees public libraries as a possibility, and views their contribution as very important.

In the first Contours memorandum (1975) the Minister of Education and Science (Van Kemenade), referring to educational facilities for adults, sees the need for these to be available as close as possible to the participants and potential participants, and for as much use as possible to be made of facilities in the existing infrastructure such as community centres, informal adult education centres, libraries etc. (p.81.).

In his speech on the occasion of the inauguration of the Library Advisory Council (Den Uyl 1975), as one of the reasons why he should be performing this duty, the Prime Minister says:

The first argument is that the Prime Minister of a government which has accepted the distribution of incomes and power as its aim cannot avoid the distribution of knowledge. And the library system is closely concerned with the extension of knowledge. (p.3)

Knowledge and information, he says, can be misused, therefore care must be taken in the way the authorities conduct affairs in this area.

In the first place the government must make a reality of everyone's right to information, and in the second place, as far as possible, it must protect the pluriformity and completeness of the information, if you like protect the standards of information, to use a term borrowed from the education sector. These are the government's two central principles when it comes to the distribution of knowledge. (p.32)

The library has an important role in this distribution of knowledge and power, which is essential for the functioning of democracy. He goes on to say:

...my basic position this morning is that that all too readily closed circuit of knowledge, power, income and possessions can and must be broken by a conscious process of information and education. A necessary prerequisite for the distribution of knowledge is the distribution of information and education, the creating of concrete opportunities for free access to data and facts, and learning to use available information independently and critically.

The basis for this is laid down in the early years of childhood and in the early period at school, the basic, fundamental years of education. The extension of opportunities for learning and greater access to information must also be made available to those people who until now have had so little share of the distribution of knowledge, the disadvantaged people. These include both adults and children, people seeking for education and those providing it. (p.33)

The Prime Minister expresses the view that 'Education should direct itself consciously towards creating people who can think independently and critically, and who, at the end of their compulsory schooling are capable of acquiring for themselves the knowledge and information necessary for them to function satisfactorily in society' (pp. 33-4), and reminds the audience that this is the vision of education in the future as delineated by Van Kemenade in the Contours memoranda and elsewhere. Reference is made to policy measures which have been taken, working from the principle of continuing education - the Open School, work on educational networks and educational leave. '...once again centres for information such as libraries and documentation institutions are associated with this' (p.34).

The Prime Minister then moves on to academic libraries, mentioning the Regional Support Library system and inter-library loan facilities which make the holdings of academic and many special libraries available to people who do not have access (p.35). (The special importance of these matters for this study will be seen in Chapter 9, dealing with the Open universiteit and libraries.) The function of reader's adviser (always important in public libraries) the Minister sees as assuming an increasing role in library work generally, and refers to the numbers of people going to 'education' and 'law shops', the links between radio and television and books and libraries, and the borrowing in libraries resulting from a broadcast.

There is a connection in a much broader sense also between the broadcasting mass media, the press and libraries....But the concrete working out of co-operation must come from the institutions themselves, and that is a point which is worthy of particular attention in the setting up of the Open School and the so-called educational networks at local level.

It can be expected that the committees working on the tryptich mentioned a short while ago will state where and in what capacity each medium, school, library, broadcasting, press, film, can most appropriately make its contribution. Naturally the question is raised yet again as to whether certain population groups should receive greater attention because they are in the back rows. (p.36)

The principle of continuing education, permanent education, lifelong learning, requires that opportunities for studying, hence opportunities for the acquisition of information, are available and accessible for all people, throughout their life. (p.37)

In this connection the Prime Minister points to the enduring problem over the opening of university libraries in the evening, for example, for people who are at work during the day, and suggests that this might be solved by a coherent system that would make all Dutch literature available and accessible (p.37). This is the sort of question the Library Advisory Council was set up to examine.

The speech concludes with a reference to the tension between what the government would like and the means available, and the statement that priorities will have to be weighed in the library sector also (p.38).

On the 27 August 1975, Leo van Ommen was to be found giving a lecture to students at the Frederick Muller Academie (a Library School), on the topic of 'Permanent education and the public library' (Van Ommen 1975). After outlining the developments in society and explaining the concept of permanent education, he goes on to refer to the three committees which had just been established to put some of these ideas into practice, namely the Open School Committee, the Committee for the Development of Local Educational Networks and the Committee on Paid Educational Leave. This is the background to, and preparation for, the later part of his talk which will sketch the place of the

public library in these new policy developments, as it is with these particular developments that he sees the closest connection with public libraries.

Since work has only just begun on the three projects, there is little he can report, therefore he must confine himself to noting some thoughts and problems. Moreover, as a government official, it is not his job to put forward concrete plans - this task is for the library profession (p.535).

He states (p.536) that he is considerably influenced by the views expressed by De la Court (1974)⁸, the eminent Amsterdam public librarian, that public library work is characterized by the fact that it works systematically and consciously to further the freedom and creative self-realization of people as individuals and members of the groups in which they find themselves.⁹

Van Ommen (p. 536) makes the following observations:

- 1) The above does not prevent the public library from fulfilling important information and recreational functions.
- 2) The public library fulfils a service function: that is what gives it its identity. Thus it is not an educational institution, but a service institution, serving, among other things, adult education and the development and education of individuals and groups.

⁸ COURT, W. de la (1974) *Openbare bibliotheek en permanente educatie* [The public library and permanent education], Groningen, H.D. Tjeenk Willink (*Vormingswerk theorie en praktijk 16*). This work will be covered in detail in Chapter 7 on 'The role of the public library - debate and development. Part 3'.

⁹ This is a direct reference to De la Court (1974, p.12).

3) The criteria and methods that public libraries use to fulfil their function show not only in the collection-building and cataloguing, but also in the way the library is presented: the management of buildings, the extra-mural activities, the professionalism and the policy priorities set.

Van Ommen (p. 536) sees De la Court's position as the same position set out for public libraries in the memorandum introducing the Public Libraries Act (*Memorie van toelichting op de Wet op het Openbare Bibliotheekwerk* (1975)).

It is a service institution for all functions and developments in culture and society, but feels closest too, and most responsible for, the educational functions. This unique identity has been confirmed by the fact that a decision has been taken to have a separate Act for public libraries (p. 536).

Given that attempts are being made to develop a new education infrastructure, Van Ommen (p.536-7) considers a number of library functions worth going into more fully.

1) The development of collections will be critical for the library's role in educational networks. It is the basis for a resource centre for all kinds of educational work. A multi-media approach will be necessary, and recreational literature as well as non-fiction and topical information relevant to community education. There will need to be close integration of youth and adult collections and more co-operation between public and academic libraries and local and regional (academic) libraries.

2) The role of the librarian will change. S/he will need to take on a wider role, referring people to other sources and not just relying on the in-house collection. It will be necessary to be aware in good time of prescribed and recommended literature for all kinds of courses, and to have machines for

recording Open School programmes so that they can be watched in the library. New forms of literary education should be aimed at, via group work methods and creative work with authors. But above all, the librarian must aim to make use of the library a *sine qua non* for everyone, both during their school years, and afterwards. Education and library professionals must co-operate. Participation by the librarian in community education could be a great help in this, affording opportunities to learn of local needs and priorities (p. 536-537).

3) Consideration might be given to having representatives of educational organizations, educational specialists, and consumers on management committees.

4) The integration of structures has implications for accommodation. The open and easily recognizable character of modern public libraries should not be lost, particularly as this could be of advantage with regard to the attractiveness of an 'educational centre'.

5) There are implications for professional training. In Van Ommen's view (p.537) integration of training is not a good idea, although there must be clear-cross-connections.

He closes with a quotation from De la Court (1974) which shows how important a task public libraries can have in the creation of a new educational infrastructure:

In addition to its information functions, the public library can act as a nucleus for the co-operative projects themselves, since it is often seen by those concerned as an impartial partner, and because it has a clear physical presence, which is also generally recognized by the (potential) public, and is sometimes popular because of its easy accessibility. (De la Court 1974, p.95)

In all, Van Ommen (1975, p.537) sees a fascinating task ahead of future librarians.

The aim of the 1973 Den Uyl cabinet had been to create a more equal society and to give priority to disadvantaged groups. Karel Roessingh (1975)¹⁰, writing in the public libraries journal *Bibliotheek en samenleving*, sees a role for libraries in this emancipation process. He refers (p.4) to the earlier period when the public library was seen as an educational instrument by means of which the upper layers of society offered emancipation to the lower layers through the transfer of their own culture and values. As times changed, the influence of these upper class groups was replaced by the influence of the professional librarian, who attempted to define the needs of readers (or what he thought they should be). Although for a while librarians could act from the 'ideals' of education in an attempt to influence readers, gradually the 'service' idea came to dominate. He, too, cites De la Court (1974):

The public library can be seen as an infrastructure provision which is indispensable for the effective working of all educational activities, but also for individual improvement of welfare, social participation and leisure. (De la Court (1974) cited in Roessingh (1975, p.4))¹¹

However, according to Roessingh, despite efforts to locate the public where it groups around educational activities (contact with adult education, schools,

¹⁰ Karel Roessingh became Chairman of the Committee for the Development of Local Educational Networks, which was established in June 1975.

¹¹ Attributed by Roessingh to De la Court (1974), no page reference given. This could be a summary of references made by De la Court (1974, pp 16-17) to a provisional report on the Public Libraries Act [*Wet op het openbare bibliotheekwerk. Voorlopig verslag (Zitting 1972-1973 der Tweede Kamer, no. 11953)*]

societies etc.) the public library fails to get beyond manifest needs. It is a welfare facility for people who are literate and articulate but cannot afford to purchase information. In this sense it has a compensatory function, now legally guaranteed [the reference is to the Public Libraries Act], but it is limited. None the less this can provide a good starting-point for small-scale individual emancipation (p.5).

Roessingh (1975,p.5) sees two significant limitations to the public library as a centre for the distribution of information which are equally constricting in terms of the emancipation of both individuals and groups:

- 1) the information overflow which makes continual education a necessity;
- 2) the fact that almost all the information in the public library reflects the status quo of the existing culture and is the result of a complicated, but essentially commercial, production process.

If public libraries wish to be true instruments of emancipation, more attention will need to be paid to local (unpublished) information, such as information about local firms and e.g. the environmental effect of local industrial processes. Contact will be needed with groups such as action groups, which produce information, and this information should be made available (p.6).

There is also the question of non-readers. The public library could encourage the production of reading materials appropriate to the manifest (and latent) needs of people with reading difficulties (p.7).

Contributing to the emancipation of groups by producing relevant literature for them irrevocably means contributing to a shift of power in our society, so that there is at least an equal place in information-, education- and recreation-by-means-of-the-printed-word for those who, until now, have not been able to recognize themselves in that printed word, or whose alienation has been confirmed by it. (p.7)

Roessingh (1975, p.8) ends with a plea to public libraries to put their energies into the provision of services to illiterates - in this way they can become an instrument of emancipation. How, in fact, the libraries reacted to developing literacy issues is the topic of Chapter 10 of this study.

Committee for the Development of Local Educational Networks

Reporting in 1976 for the first time, the Committee for the Development of Local Educational Networks (CBPEN 1976) in its attempts to define educational networks and their functions sees them as a mechanism for giving people as much opportunity as possible to make use of all kinds of educational facilities in their immediate surroundings. Provision would include study advice and counselling and the creation of conditions conducive to independent study, either by individuals or in groups (p.6).

In summing up progress in the development of a new policy with regard to the education of adults, alongside the Open School and the attention being paid to training and retraining and paid educational leave in the employment policy, the Public Libraries Act, which set the work of public libraries in the context of continuing education, is seen as an important step in the right direction (p.7).

Documentation centres are cited among the various institutions and groups involved in educational work with adults (p.11), and public libraries are mentioned among the general institutions which support this work (p.22).

According to the Committee for the Development of Local Educational Networks public libraries are clearly seen as part of 'volksontwikkeling' - informal adult education- which goes back for at least two centuries (p.15).

By the time it produced its second report (CBPEN 1977) the Committee had realized that there was no simple example of an educational network: such

networks were better seen as a growth model, a process which would permit various types of adult education and organizations concerned with the education of adults to develop and implement a policy together (p.58.) Public libraries are featured among the many institutions seen as important in the planning process (p.59). The Committee wanted to form a clearer picture of how the various types of work might grow together (p.60). It recognized that the boundaries between education, recreation and welfare are not always easy to determine and that this distinction is not always desirable. Thus, public information and other information activities are sometimes expanded into educational activities, as one finds in public libraries and museums (p.72).

Chapter IV para. 2.6.3 of the report looks in more detail at the importance of public libraries, stating that the Public Libraries Act describes the public library as:

...a library which is intended for everyone and is accessible to everyone, in which collections of books, daily newspapers, periodicals and audio-visual resources, which are topical and representative of the whole range of cultural activities, are made available, and which satisfies the requirements of this Act in order to qualify for indemnity. (Public Libraries Act, 1975, Chapter 1, Article 1.1, cited in CBPEN (1977) p.76)

The Committee comments on the generalist nature of the public library - intended for everyone and accessible to everyone, with a wide range of materials, covering the whole range of cultural activities in the broadest sense. The topicality of the materials is also noted. This places the public library right at the centre of society and emphasizes its informational task. There is a special role laid down for the public library in the context of continuing education, which is seen as an instrument for fundamental democratization. This role consists primarily of making available material that is needed by

everyone and can help them, individually or in groups, in aiming to satisfy needs and develop themselves.' (Public Libraries Act, cited in CBPEN (1977) p.76)¹²

Some basic facts on public library provision in Holland at the time of the report are given (p.76), which it may be useful to note here. Public Library provision consisted of a network of co-operating institutions which complemented each other and worked within municipal and provincial boundaries. Municipalities of more than 30,000 inhabitants had a central (main) public library with branches and mobile libraries. In municipalities with 5-30,000 inhabitants, the place of the main library was filled by a provincial library centre, with the difference that the latter did not provide a direct service to the public, but was there principally to support the libraries associated with it. Additional services were provided by the Regional Support Libraries and the National Library Centre in Amsterdam. The public libraries, and their staffs, were members of the NBLC.

In September 1975 there were 14 provincial libraries centres, 103 main public libraries, 423 branches, 301 libraries associated with a provincial library centre and 83 mobile libraries.

Public library work was governed by legislation. The most significant elements in this, as seen by the Committee for the Development of Local Educational Networks, were:

- a) a planning procedure. The local authority was obliged to set up a public library. Each local authority drew up a plan, which served as a basis for a

¹²

This is actually not in the Act, but in the *Memorie van antwoord* (1974,p.3)

provincial plan, which in turn fed into the national plan, via the Minister for Culture, Recreation and Social Work (CRM). The planning procedure was aimed at achieving a good distribution of public library work across the country.

b) a financial regulation. The full costs of public library provision were met by the municipality or province. These received a grant from the government of 100% of staff costs and 20% of all other costs, after a transitional period of 8 years.

c) a system of norms, relating among other things to the collection, the establishment, accommodation and opening hours.

Public libraries worked within municipal and provincial boundaries, but an increasing number of municipalities were forming co-operatives, in which case the boundaries were the boundaries of the co-operative. Main public libraries (in municipalities of more than 30,000 inhabitants) could also form co-operatives with provincial library centres.

The Committee for the Development of Local Educational Networks recognized that:

Public library work is primarily local work. Stock-building, documentation, indexing, making material available, information and guidance are aimed at the user on the spot, either as an individual or in a group. (p.77)

The 'Memorandum in Reply to the Public Libraries Act' (*Memorie van antwoord*, 1974) had drawn attention to the following point:

On account of its informational function, the public library in particular will have an important place in the system of local provision which education for adults in a broad sense envisages. ...Moreover, the elements which must be considered to be of crucial importance in the creation of educational centres, such

as correspondence education, opportunities for independent study, training meetings for the Open School and the exchange of views on adult educational processes assume good support by means of reliable information. In this sense one might speak of a stimulating function for the public library with regard to creating educational opportunities in a responsible manner.

(Memorie van antwoord (1974), p.3) cited in CBPEN 1977, p.77)

Moving on to consider coherence in education for adults, the Committee sees this not just as matter of planning, but also of support, such as information (p.79).

In attempting to delineate more clearly the functions to be fulfilled in an educational network, reference is made to the provision of information regarding educational opportunities. This might come in the first instance from people at work, or other sources such as societies or the church, but it should be possible to consult a guide in public libraries, or post-offices, listing a whole range of educational opportunities in the region, and showing where courses are available (p.81). Public libraries should provide books, periodicals, files of documents and wherever possible audio-visual materials for loan, to help people study, and are also places which might make study space available for those whose home conditions are not conducive to learning (p.81). The provision of information and documentation to participants is clearly seen as part of the support function (p. 82).

Education for adults based on the individual needs and problems of the participants has placed increasing emphasis in recent years on the counselling and support functions. In England and America in particular more and more attention has been paid to educational guidance. There have also been changes in Holland and pleas in this direction. The Open School Pilot Projects have emphasized the role of outreach work and guidance, public libraries are

wanting to do more in the way of public information and advice. The earlier NCVO Planningnota (1972) had referred to supporting independent learning. The Committee for the Development of Local Educational Networks sees organizing support to participants as one of the most important tasks for educational networks. Although the different support functions must relate to each other, for practical and organizational reasons they can be divided into three groups:

- 1) stimulation, outreach work and recruiting;
- 2) information and documentation;
- 3) advice and counselling.

Information and documentation functions have close connections with outreach, stimulation and recruitment, and have an important part to play in supporting participants. Outreach and stimulation presuppose the provision of information regarding educational opportunities; outreach leads to the need for further information, for material to assist choice and independent learning material. The provision of information is more than just the provision of physical objects, brochures and so forth. It includes 'showing the ropes', which in turn includes personal advice, guidance and possibly counselling.

Information needs to be provided on the following:

- a) local and regional educational provision;
- b) information concerning opportunities elsewhere, if there is nothing suitable at local or regional level, including referral to other sources of information;
- c) information regarding the educational network itself - who and what is involved, and what is the function of the various organizations and institutions;

d) information about resources - handbooks, bibliographies, audio-visual equipment, availability of study rooms (maybe carrels), how to use catalogues, photocopying facilities etc. These are prerequisites for successful independent learning.

In broad terms the information function entails:

- a) collecting, organizing, indexing and making informative material available, including the opportunity to examine material and take it away;
- b) explaining the material - this requires someone who not only knows the content of the material and how it is classified and indexed, but who also knows if it matches needs;
- c) the provision of resources. Mostly this will mean the organization of a separate collection of materials required for the various educational activities. Therefore knowledge of educational publishing and audio-visual materials will be needed, as will the ability to use these and guide groups and individuals in their use (pp. 94-5).

In the opinion of the Committee, the information function must be related as closely as possible to the actual educational work with adults. This means that it should be part of the planning process at municipal and possibly intermunicipal and provincial level.

The function might be carried out in alternative ways (pp. 95-6):

1 Specific information points where educational activities take place, such as schools and other educational institutions and public libraries. These would have general material on local and regional provision, material related to the content of courses, general reference material and dictionaries.

2 General information points These would be public libraries or resource centres, since by law they are required to have a broad collection of books and other materials related to the cultural needs of users. The public library must hold, or be able to acquire, all the information that is beyond the scope of the specific information points - all the materials referred to in (a) to (d) above.

Planning and finance would be according to the Public Libraries Act.

3 Specialized information points such as art colleges or academic libraries. The general information point must be able to make referrals to these points and to co-ordinate them. However, although co-ordination is a municipal responsibility, organization and finance would generally not follow municipal planning procedures.

4 Educational centres The educational centre responsible for co-ordination and the deliberations over the programme, and to a considerable extent outreach work as well, could also fulfil certain information tasks, one of which might be the documentation of educational opportunities in conjunction with the public library.

As has already been said, the information function is not limited to local and regional provision but extends to provision and resources at the national, and maybe international, level. It should be concerned with how provision is organized as well as quality. The Committee proposes research into the possibility of establishing a National Documentation Centre for the Education and Training of Adults to improve information and support arrangements (p.96).

Support for those engaged in educational work with adults is also needed; they need access to professional literature and documentation, films and video-tapes. A variety of mechanisms are already in place, but they are fragmented

like the field. Consideration of how this situation might be improved is for a later report.

Information and documentation also plays a part in the training of educational workers, who in turn would benefit from better information on training opportunities. Professional literature could be made more accessible by the public libraries, both within their own collections and by means of inter-library loans (p.103).

Finally, on a different note, the Committee states that professional training for educational workers, such as teachers and librarians, should cover the whole spectrum of educational activities (p.107).

The fifth (definitive report) of the Committee for the Development of Local Educational Networks (CBPEN 1979a), which was not sent out for discussion, attempted to find a solution to all the problems laid before the Committee, drawing also on reactions to the previous reports. It saw the provision of an overview of all the local educational opportunities for adults as an important task for the Educational Centres, and, associated with this, the provision of a broader information function (para. 4.3.1). The prime responsibility for the provision of information to support learning is seen as belonging to the public library. In carrying out this function the public library must:

- take account of needs arising from the educational programmes (these will be formulated by and with the assistance of the educational workers);
- make available material (dictionaries, reference books, periodicals and so forth) and resources (such as study space, audio-visual equipment, catalogues);
- provide help to participants and tutors in the search for, and selection of, the right materials, and in the use of resources;
- give advice on the building up and maintenance of their own

working collections in the local educational institutions;
- make referrals to places where more specialized information
can be found. (p.67)

These more specialized sources are seen as comprising academic libraries, archives, research organizations, as well as community-based organizations such as 'education shops'. This requires regular consultation between the educational centre, public library and educational institutions. More knowledge is needed of the problems caused by the use of recorded information in the educational process, as is also insight into the process of acquiring and assimilating information on the part of the participants, so that criteria can be developed to decide on the suitability of existing material and what is lacking.

The training of educational workers should include learning how to use information and how to get this skill across to participants (p.67).

Public libraries are also seen as accessible, non-threatening institutions in which an Educational Centre might be housed (p.71).

In the same way that Educational Centres would have a co-ordinating and supporting role at local level with regard to work with participants, another layer would be needed for support at regional/provincial level, with the primary aim of supporting staff. This would be the Educational Work-Place. Among the five tasks listed for the Educational Work-Place the documentation and information function re-appears, and public library centres are included among the organizations which will need to be consulted over the division of responsibilities for new educational tasks such as literacy work (p.78).

Support at the local and regional level has been referred to. The Committee also recognized the need for a support network at the national level. The NCVO is referred to in the context of training and documentation as well as study and

research, together with the more recently established National Support Unit for Adult Literacy (Landelijk Steunpunt Alfabetisering) (p.80). An information and documentation centre for adult education and training was seen as desirable (p.83, c.f. Second report (CBPEN 1977, p.96)), to provide information to the Educational Centres on opportunities beyond the local level. It could be created by combining the documentation functions of some existing organizations including NCVO. Close consultation would be needed with the NBLC as well as the proposed National Development Institute for the Education of Adults (Landelijk Ontwikkelingsinstituut voor Volwasseneneducatie) (p.83).

The report is concerned with coherence within the broad function of education, educational provision by educational institutions and other institutions and groups whose primary objective is organizing educational opportunities. Of equal importance is coherence in educational opportunities in their entirety, what the report refers to as 'aspect education'. Some examples of this are given (pp. 91-92) and library and information work are listed among them, defined in terms of: 'Encouraging the free flow of information (the main objective of public libraries has recreational, informational and educational functions' (p.92).

These other sectors will need to be included in consultations over educational provision (p.101). At government level there should be legislation as to the principles for policy across the three main government departments involved, covering the areas of formal education, policy on training and terms of employment, and welfare work, the last of which covers libraries (p.128).

To translate some of its thinking into practice, the Committee for the Development of Local Educational Networks recommended, among other things, that developmental projects should be set up (to run in 1979-80). Among the things to be tested would be Educational Centres, and within this a general look at the functions of information, outreach and guidance, which would

include an examination of co-operation with other institutions such as public libraries (p.136). The projects would need to be supported by a National Development and Support Institute. In the absence of such an institution, co-operation between existing institutions must be looked into - NCVO, SPOS, PCBB (p.137).

The intermediary and support functions should be strengthened (Recommendation 4, p.143). Among the first tasks for Educational Centres would be the preparation of guides to local educational opportunities, in conjunction with educational institutions and the public libraries, and making contact with the latter and other readily accessible public facilities so that they could distribute publicity material and make referrals to other more specialized sources of advice. Public library facilities would need to be extended to make available additional informational material and resources for the education of adults (p.144).

The sixth report of the Committee for the Development of Local Educational Networks (CBPEN 1979b) described in more detail how developmental projects might be set up. Of importance for this section of the study are the ideas concerning Educational Centres and Educational Work-Places, the provincial centres which would provide support to participants and educational workers, but with the emphasis on the latter. The Educational Work-Places would also have a co-ordinating role with regard to the support network, and would need to include provincial public library centres (p.15).

The seventh report (CBPEN 1979c) examines in detail one extremely important aspect of the support structure for participants and potential participants - counselling and guidance. The first recommendation (p.3) is concerned with guidance on choice and information. The most usual route for people seeking

information will be from public sources and written information. For this reason the fifth report (CBPEN 1979a) had seen the creation of a list of local educational opportunities for adults as an important task for the Educational Centre. Related to this is the need to provide broader information, and, it will be remembered, the Committee had seen the public library as fulfilling the function of providing information in support of education (CBPEN 1979a para. 4.3.1). The public library would also refer on to more specialized information points. The information would cover background materials and resources to support educational workers (both professional and voluntary); books that participants needed for their studies; and information as to opportunities. Also included might be referral to other institutions for counselling or educational guidance (CBPEN 1979c, p.4).

In this seventh report the information function is covered only in as much as it is tangential to educational guidance where this latter is linked to information on opportunities (p.15) and the creation of conditions conducive to learning (p.33). However, the broad information function is covered in an appendix by Frans Stein, who, it will be remembered was on the staff of the NBLC and a member of the Committee.

Stein (1979) defines information as expressions in word, image or sound, and also the transference of such expressions (the provision of information), which is the main sense in which the Committee for the Development of Local Educational Networks sees information: an activity or function, in support of education. In this sense it is closely related to the other support functions distinguished by the Committee, namely outreach and educational guidance. Outreach presupposes the availability of information on the various opportunities, which in turn leads to the need for more information in order to make choices, and to the need for learning materials. Information is not just

providing publicity material, but includes explanation and guidance where wanted, "showing the ropes", which runs over into personal advice and counselling.

For as many people as possible to be able to enjoy the free flow of information, a network is needed, comprised of different (co-ordinated) layers, the bottom layer being general non-specialized public information points, as close as possible to the potential user. Public libraries belong in this category and the government considers them to be 'A basic provision, intended for, and accessible to, everyone, with as broad and varied a range of materials as possible' (p.54).

However, a distinction needs to be made between information on educational opportunities and information about (and the making available of) background materials and resources. The former function can be part of the work of a variety of public institutions, including public libraries, and the organization of this sort of information should be among the responsibilities of the local Educational Centre. An automated system would make this task simpler and faster. Information regarding background material and resources, making them available and providing help with their use, is a specific responsibility of the public library. Stein 1979 (p.55) cites the following paragraph from the 'Memorandum in reply to the Public Libraries Act' (already referred to earlier in this chapter in the context of CBPEN (1977):

On account of its informational function, the public library can and must play an important part in the system of local provision that education for adults in a broad sense envisages. The quality of the educational work will to a considerable extent be determined by the quality of information used. Moreover, the elements which are considered to be of crucial importance in the creation of educational centres, such as correspondence education, opportunities for independent learning, training meetings for the Open School, and the exchange of views on

adult education processes require good support by means of reliable information. In this sense one might speak of a stimulating function for the public library with regard to creating educational opportunities in a responsible manner.
(*Memorie van antwoord* 1974, p.3, cited in Stein 1979)

This information function can only be fulfilled properly if there is close co-operation with educational workers and the Educational Centre (p.56).

Background material and resources are not only books and periodicals, or printed material in general, but also all kinds of audio-visual media, and this is stressed (p.56). The public library is obliged by law to make these available, and is increasingly becoming a resource centre for the borrowing or consultation of materials.

The information function can be broken down into a number of basic tasks, already sketched in CBPEN (1977) which can be extended and directed towards the specific needs of certain categories of user:

- processing, arranging and indexing materials;
- lending materials;
- making it possible to consult materials on the spot;
- providing information to users (individually or in groups) from materials, or about them;
- assisting users, individually or in groups, in formulating questions and in searching and selection.

In a local educational network the public library acquisitions policy should be related as closely as possible to the needs of participants. This would be done with the assistance of the educational workers. Appropriate indexing and explanation should make the material as accessible as possible for the

participants, and the nature and potential of the public library with regard to the activities they are leading should be explained to the educational workers.

The public library is not the only local information point, but it is frequently the only one open to the public and the most professionally organized. The public library should maintain contact with other information points in order to be able to provide information on them, refer people to them and include material published by them in its own collection.

Public libraries are themselves part of a network, connected through the interlibrary loan system, which adds a further dimension, and with their own support structure:

- independent public libraries with main libraries supporting branches and mobile libraries;
- provincial library centres which support libraries in areas with smaller populations;
- regional support libraries which act as the first stop for interlibrary loan requests in the region and which have special duties with regard to certain areas of literature supply;
- the National Library Centre in Amsterdam, the Dutch Library Services Agency (Nederlandse Bibliotheekdienst (NBD) and the Nederlands Bibliotheek- en Lektuur Centrum (NBLC) in the Hague which provide support to public libraries and their staffs.

The 'Projects Policy' period onwards

In 1981 the Basic Elements report - *Beginseleennota* (1981) appeared. This recognizes (p.30) that it is limited in nature in so far as it more or less covers

only education for adults which falls under the responsibility of the Ministries of Culture, Recreation and Social Work, Education and Science, and Social Affairs, and then does not necessarily enter into all the relevant fields, or not in detail. The function of public libraries in the education of adults is cited as a particular instance, thus it is openly acknowledged that they have a function.

Following the De Moor report (1980), it will be remembered, a structure was set up to co-ordinate developmental projects for adult education policy in various fields. This ran up to 1986. Two of the project areas, the Introduction of Open School Working Methods and Educational Networks, are of particular interest as far as this study is concerned, but are being covered later in Chapters 8 and 10 dealing with the 'Open School' and 'Adult literacy and Basic Education', since by this time policy was moving towards concentration on basic education.

The main (fifth) report of the Committee for the Development of Local Educational Networks (CBPEN 1979a) has already been referred to above, and it was seen that an important role was accorded to libraries. In an article in *Bibliotheek en samenleving* Karel Roessingh (1980) sketches the main outlines of the report before going on to discuss the public library as a partner for the educational centres proposed in the report, seeing this as a natural development (p.63). He makes the following points (p.63):

- 1) If central and decentralized authorities develop a policy for the education of adults along the proposed CBPEN lines, public libraries will need financial resources (e.g. for personnel and equipment).
- 2) So long as there is no educational infrastructure public libraries need continually to present themselves as the most desirable deposit and distribution centre for multi-media learning resources.

3) In their own interests, public libraries need to share in the efforts to bring about an education infrastructure in which their own function as a resource centre will rightly have a place. This may mean that in some instances the public library will house the 'educational centre', conceived as a bundling together of support functions. Roessingh (1980, pp. 63-64) refers at this point to the fact that De la Court (1974, p.101) and the Committee for the Development of Local Educational Networks have both said this before, but so far to little avail, largely because of the unwillingness of the producers of materials to let them out of their own hands. The public libraries need to get the projects to trust them as distribution centres for materials.

4) Public libraries as educational centres should concentrate on established resources (rather than the very latest) and make sure materials are regularly updated.

5) Public libraries should play a role in attempting to ensure that the distribution of multi-media educational resources is not hampered by copyright or commercial restrictions.

6) (Multi-media) resources which are best used with the help of a tutor should none the less be made available for loan, but the public library should be able to refer users to appropriate tutors and activities.

7) Public libraries (and the NBLC) need to use their advantage in terms of developments in electronic information processing, storage and distribution to confront adult education and prevent the latter from falling prey to the commercial interests of those who produce the technology.

In 1986 , in a couple of interviews with Sancia Simonis-Rupert and Frans Stein from the NBLC (Rupert-Simonis and Stein 1986), Leo van Ommen, Chairman of

the newly-formed Advisory Council for the Education of Adults (Raad voor de Volwasseneneducatie -RVE), is to be found again, making known his views that public libraries should not neglect their cultural task and concentrate solely on the provision of information. Through working with traditionally disadvantaged groups, he sees the public library as having become too deeply ensconced in the welfare sector. It needs to be more concerned with supporting education and training activities and providing help to independent learners. Public libraries must keep after the adult education institutions. They do not automatically have a place in a local education council when local cultural and educational programmes are being put together, but the libraries must be involved and present their own contribution. Socio-cultural and educational institutions often have a poor image of what libraries can offer and therefore often sell their participants short on how they can use the library. Why shouldn't there be courses on 'How to use the public library'?

Whether or not the public library can play a meaningful part in local adult educational work will depend to a large extent on whether it can state its position clearly, and demonstrate the contribution it can make (p.294).

Summary

This section has indicated in considerable detail some views with regard to the provision of information and a role for public libraries held by the educationalists and politicians seeking to introduce change in the education of adults, in the period from 1969 onwards. From the foregoing it is evident that, with varying degrees of emphasis, a role for public libraries was definitely recognized.

Particularly apposite to this study are some lines from COS (1979) - 'Towards open learning opportunities for all adults', especially the opening question and the answer to it in the third paragraph cited:

What is the specific role of the various forms (organizations, institutions) of adult education in development and reform?

...It is a question of development and reform in education for adults, with the aim of achieving a coherent and varied body of learning opportunities. That aim can be further defined, as was attempted in the previous chapter of this report. Much more than that cannot be done, and moreover should not be done. It cannot because we still do not know precisely all the educational needs of adults, let alone for a period of fifteen years. Therefore it follows that it must not be done.

If we have to be so global with regard to the aims of the whole, then we cannot be other than cautious with statements about the role, function or tasks of the separate forms (organizations, institutions) of education for adults over a period of fifteen years or so. Moreover these forms do not exist on their own; they form a part of a the larger whole that is adult education.

It is however possible to say something about the specific contribution of the various forms (organizations, institutions) to the development and renewal of education for adults. This specific contribution will arise from their own character. The nature of their contribution, if indeed they do actually have a contribution to make, will depend on the effort and creativity of the various forms of adult education themselves. (p.36)

The remaining chapters of this study will be concerned with these matters from the point of view of public libraries. They will look at the reactions of the library profession to the educational changes proposed and the documents sent out for public discussion, and at some instances of what was actually done both in terms of the implementation of educational change and of public libraries.

6 The role of the public library - debate and development.

Part 2 The library world: the search for identity

After returning to look in more detail at some earlier ideas, this chapter goes on to examine discussions and debate in the 60s and 70s over the role of the public library, leading to the formulation of objectives.

The development of the Dutch public library system has been outlined, and some basic insights into the modern system in the period under review given, in Chapter 4 of this study 'Public libraries in the Netherlands'.

Schneiders (1990, p.216) refers to a strong social commitment in the Dutch public library world in the sixties and seventies- the public library set itself up as an institution for the furtherance of the process of democratization. He identifies three reasons for this: tradition, the political climate of 'equal opportunities for all' and the denominational influence. The emancipatory and educational nature of the denominational 'popular libraries' are seen as translated into involvement in society. The title of the new professional periodical *Bibliotheek en samenleving* (Library and society) founded in 1971 reflected this.

We saw in Chapter 4 that pressure for change in public libraries was going on at the same time as pressure for changes in society and in the education of adults, in the form of the opening up opportunities to respond to this.

At this point, before moving on to look later in this chapter at the debate in the 1960s and 70s concerning the aim of public libraries (or the more specific debate concerning the educational role in Chapter 7), it is worth returning to look in more detail at the thinking of some of the pioneers of the Public Library

Movement. This will give us insight into the background of ideas and ideals of the founding fathers, which would have been available to the profession in the period under review, and which would, indeed, have been part of their heritage and general knowledge.

The Public Library Movement revisited

The pioneer above all others of the Public Library Movement was Henri Ekhard Greve (1878-1957), forty years secretary of the Central Association, and director of the public library in the Hague. On 22 November 1906 Greve obtained his doctorate with a thesis entitled *Openbare leesmusea en volksbibliotheken* [Public reading museums and popular libraries] (Greve 1906). The term 'leesmusea' was chosen to reflect the level of material to be offered, and to emphasise the difference from the 'popular libraries', but it gained no following and Greve himself soon came to use the term Public Reading Room and Library. The thesis, which is a fascinating work of the highest standards of scholarship, is in fact a technical handbook and blueprint for what a 'public library' should be, based on an extensive study of the English, American, French and German literature and on visits abroad. It lays the foundation for Dutch public library work from that time on.

In the introduction Greve describes his thesis as an attempt to present a reasoned overview of the Public Reading Room question. In the absence of any systematically organized and comparative summary of the most important experiences, it may be desirable to see what has been achieved to date, and by what means. The overview will be concerned with the social-pedagogical, the technical, and the financial sides of the question. Of these, it is the first two that are of particular interest and relevance to the present study.

The social-pedagogical aspects

Greve (1906, p.2) points to attempts to broaden the concept of education, and to bring education to the less privileged classes - compulsory education up to a certain level, and university extension work. This raises the question of resources, and the Public Reading Museum is seen as an answer, taking its own place among the libraries already existing, including the 'popular libraries'.

He sees a fundamental distinction between the 'popular libraries' and the Public Reading Museum. The latter should provide for the needs of everyone, not just the lower classes, and provision should be made for self-development as well as for recreation. 'There is a direct and indirect place for Public Reading Museums in the public education system' (p.15).

Stock

Greve maintains that an institution for everyone must be neutral in terms of stock and the composition of the governing body. Another fundamental distinction is in the method of working - more stock, more space, greater care.

The Public Reading Museum does not need to aim at completeness in its collections, as do university libraries, but it should aim at a good general collection, and at the best of what is published in all fields. It should not think of itself as a depository, but aim at a more frequently changing stock, with more duplicate copies of works in demand. Greve suggests that the stock should consist of source works directly connected with life and society, such as collections of law in the native tongue, literary works by older writers, overviews of the results of research (both popular and scholarly versions, including handbooks, standard works etc.). In particular there is a place in the public

library for applied science, professional literature, lighter scientific works, travellers' tales, explorations and popular accounts of recent discoveries, for these are not collected systematically by the 'popular' or the academic libraries. Books on social affairs and ethical and religious works should also be present, although asked for less frequently. Recreational literature should not be excluded. (See 'The "Fiction" question' below).

Treatment of readers

Apart from differences in stock between academic libraries and Public Reading Museums, there are differences in the ways readers need to be treated.

Readers in academic libraries are expected to know what they need and how to find it (p.33). This is not so in Public Reading Museums. It must not be assumed that the public know of the existence of the Reading Museum, let alone what it might have in stock or how to find things. A passive stance (like that in academic libraries) cannot be allowed. Implicit in the work is that the Reading Museums should try to reach everyone, and let everyone know what is available and how to find it (p.33). Moreover, (p.34), everything possible should be done to make the average worker, the less-educated person feel at home.

Co-operation with other libraries

Greve goes on to consider the possibilities for co-operation between different types of library, and in doing so notes incidentally (pp.38-39) a different point which is of interest to this study - a fundamental difference between the public libraries of continental Europe and those of England and America at that time.

(A).—APPROXIMATE TABULAR VIEW of the Number of LIBRARIES containing 10,000 Volumes or upwards, accessible to the Public, in the several States of *Europe*.

	NAME OF STATE.	Population of State.	Number of Libraries exceeding 10,000 Volumes.	Aggregate Population of Cities and Towns containing said Libraries.	Aggregate Number of Volumes in the said Libraries.	Number of Volumes to every 100 of the Population of the Cities containing them.
1	ANHALT - - - -	146,233	1	11,749	20,000	170
2	AUSTRIAN STATES - -	36,950,401	49	1,443,187	2,408,000	167
3	BADEN - - - -	1,335,200	5	72,950	404,300	540
4	BAVARIA - - - -	4,407,721	18	373,337	1,268,500	339
5	BELGIUM - - - -	4,242,600	14	538,564	509,100	95
6	BREMEN - - - -	42,000	2	42,000	36,000	86
7	BRUNSWICK - - - -	269,000	1	8,500	200,000	2,353
8	CRACOW - - - -	145,787	2	37,000	52,000	141
9	DENMARK - - - -	2,194,950	5	155,692	647,000	412
10	FRANCE - - - -	34,213,929	109	3,183,120	4,092,695	129
11	FRANKFORT ON MAINE -	66,344	1	66,244	62,000	94
12	GREAT BRITAIN & IRELAND*	28,000,000	34	3,344,916	1,771,493	53
13	HAMBURGH* - - - -	128,000	6	128,000	200,367	148
14	HANOVER - - - -	1,873,280	6	61,700	492,000	813
15	HESSE - - - -	812,540	4	88,700	265,000	299
16	HESSE DARMSTADT - -	783,400	2	30,300	280,000	924
17	HILDEBURGHAUSEN - -	10,200	1	10,200	12,000	118
18	HOLLAND - - - -	3,128,841	6	349,010	219,000	63
19	LIPPE DETMOLD - - -	82,970	1	2,500	21,500	860
20	LUBECK - - - -	26,000	2	26,000	52,000	200
21	LUCCA - - - -	168,108	1	24,092	25,000	104
22	LUXEMBOURG - - - -	160,000	1	12,000	19,600	163
23	MECKLENBURG - - - -	482,405	2	26,634	84,000	315
24	MECKLENBURG STRELITZ -	89,528	1	4,500	50,000	1,111
25	MODENA - - - -	403,000	1	27,000	90,000	332
26	NAPLES AND SICILY - -	9,032,654	8	650,453	413,000	66
27	NASSAU - - - -	887,570	1	15,000	50,000	333
28	OLDENBURG - - - -	265,570	1	5,564	60,000	1,078
29	PAPAL STATES - - - -	2,732,036	15	358,600	953,000	266
30	PARMA - - - -	485,826	3	71,500	146,000	204
31	PORTUGAL - - - -	3,412,500	7	363,000	276,000	76
32	PRUSSIAN STATES - -	14,992,738	44	989,613	2,008,350	200
33	RUDOLSTADT - - - -	4,000	1	4,000	46,000	1,150
34	RUSSIAN EMPIRE - - -	40,000,000	12	1,063,823	852,090	80
35	SARDINIA AND PIEDMONT -	4,650,368	9	302,497	286,000	94
36	SAXE COBURG GOTHA - -	140,050	3	35,570	247,000	618
37	SAXE MEININGEN - - -	148,590	1	6,000	32,000	533
38	SAXE WEIMAR - - - -	245,820	2	17,029	180,000	1,057
39	SAXONY* - - - -	7,665,590	9	132,927	570,500	417
40	SPAIN - - - -	12,168,774	17	650,359	687,550	106
41	SWEDEN AND NORWAY - -	4,354,767	8	120,528	353,000	309
42	SWITZERLAND - - - -	2,036,000	13	137,083	480,300	350
43	TUSCANY - - - -	1,436,785	10	163,466	401,000	251
44	WALDECK PYRMONT - -	56,480	1	1,500	30,000	2,000
45	WURTEMBERG - - - -	1,701,726	5	67,099	427,000	628
TOTALS - - - -		- - -	443	15,115,425	21,780,345	—

* With respect to the States thus marked, the enumeration includes libraries of smaller extent than 10,000 volumes.

Illus. 4 Libraries in continental Europe, from 1849 Report

The holdings of the English and American libraries spanned all grades of academic literature and also recreational literature and periodicals. In continental Europe this stock was split between the academic libraries and the old 'popular' libraries.¹ One reason for this, he states, may be that prior to 1850 the fairly well-off and educated classes in England had no access to libraries for vocational and academic research, whereas in the rest of Europe opportunities of this kind had existed for a long time. Legislation was to change this. Meanwhile those same public libraries also managed to meet the needs of the less-educated people, while on the continent the movement in the 1860s towards adult education left nothing more than 'popular libraries'.

¹ Greve draws the reader's attention here, as an example, to the report of the 1849 Select Committee on Public libraries, cited in Ogle, J.J. (1897) *The free library, its history and present conditions*, London, G. Allen, p.12. et seq. If one turns to the Select Committee report (most readily available now in the Irish University Press series of British Parliamentary Papers), one finds in the opening pages reference to comparative statements laid before the Committee on the number of public libraries in different countries, and a table showing a total of 250 libraries in countries of continental Europe. "Of all these Libraries it may be said that admission is granted unrestrictedly; to the poor as well as to the rich, to the foreigner as well as to the native. ...Yet it is stated that we have only one Library in Great Britain equally accessible with these numerous Libraries abroad; the Library founded by Humphrey Chetham in the Borough of Manchester" (p.iv). In the Minutes of Evidence, under examination, Edward Edwards, at that time Assistant in the Department of Printed Books at the British Museum, answered questions as follows:

"What is the result of your comparison between the libraries of the Continent and those which exist in this country? - That nearly every European State is in a far higher position, both as to the number and extent of the libraries accessible to the public, and, generally, as respects the accessibility of such libraries as do exist. There are some exceptions, but speaking generally, in both those respects, almost every European State is in a far higher position than this country.

"Has that been so for a long period? -For a very considerable period." (Paras 13-14, p.2).

The report also contains a map [between pages 8 and 9, and further tables in Appendix, No 1 [Papers delivered by Mr. Edwards]. See illustration 4.

In theory Greve sees no reason why academic and public libraries should be separated, but from a practical standpoint, given the contempt with which leaders of academic libraries view the work and aims of the Public Reading Room, and the difficulties presented by their buildings and working methods, he concludes that it is better to leave them to develop along their own lines. Public Reading Rooms should be developed separately to serve a more general striving towards education, knowledge and culture.

Public Reading Museums and education

In the third section of Chapter I Greve looks at the place of the Public Reading Museum with regard to those institutions directly involved in social-pedagogical work, such as schools and university extension work, and especially at co-operation with these institutions, and the way in which the Public Reading Museum complements their efforts.

For the fact that all efforts towards education . . . must eventually turn to a place where the resources for such efforts are to be found requires no special explanation. However it is quite a different matter if the driving force comes from the Public Reading Museums; if the Public Reading Museums make themselves the central point from which the various kinds of social-pedagogical work proceed.

Only when the library administration takes this stance, setting itself the goal that the Public Reading Museum should become, as it were, the work-place where all social-pedagogical activity is kept track of, and provided with the necessary resources, only then can the Public Reading Museum meet the final and most difficult criterion: that of being an institution of educational significance for the whole of society. (p.47)

Work of this kind, Greve recognizes, has already been going on for a considerable time in the libraries of England and America, under the name of 'Library Extension'. By this is meant a closer relationship between the public libraries and existing educational institutions, and also the organization by the libraries themselves of educational activities, making the best possible use of the sources of knowledge, education and culture within the library. Greve proposes to examine this work as a complement to education in schools, university extension work and folk high-schools, and museums for art etc., together with the educational activities which can follow from lectures, courses and exhibitions.

With regard to school education, Greve sees the greatest support which the library can give as providing an opportunity for learning to continue after schooling is finished (p.68). He is convinced that stimulating the desire to learn by allowing pupils to search for information on their own, given some guidance, leads to early independence, and that the insight gained into the value of books and libraries is to the benefit later of both the adults concerned and the public libraries (p.74).

However, the Public Reading Museums support not only school-children, but also adults in their efforts towards further education (p.75). It should not be forgotten that people who are working for their living have less time, inclination and opportunity to continue their own development by means of independent study. These people will value a freer form of guidance more than classes. Public Reading Museums can expect a lot from those institutions seeking to help the less well-off and less educated people in their efforts towards development. University extension work is the first activity named, and Greve identifies an important gap in this - independent research (p.77).

Just as for school-children, in the education of adults there is a requirement for a place where they can find the resources for self-development, as far as learning from books is concerned. Under the guidance of whoever has the task of leader in university extension work, they must know how to find their handbooks, study books etc. in a Public Reading Museum.
(p.78)

This requires co-operation between the extension work leaders and the library in the purchase of materials.

Greve also expects that the general raising of educational level among the masses, brought about by university extension work, will give rise to the creation of institutions (i.e. public libraries) where the resources for thorough development by means of independent study will be available, just as the academic and professional libraries are indispensable for university and vocational education.

Although university extension work will be conducted mainly from the universities as base, and only occasionally from the Public Reading Rooms, none the less the latter are a place for shorter talks and lectures. Moreover, such activities can be supported by having relevant library stock available immediately for reference or loan, or by book lists. Thus there can be immediate reinforcement (p.79).

On the relationship between Public Reading Museums and education, Greve concludes that when one considers what is already being done, and what might be done, then the movement is only just beginning.

But the important thing is, and remains, that Public Reading Rooms should be closely associated with education, in whatever form, whether for children or adults, and in whatever area of knowledge. And that it should always be borne in mind that

Public Reading Museums are not intended for particular groups or classes, nor meant to take a leading role in education; but they are intended to be the place where everyone can have access to the resources required for education: both teacher and pupil, both listener and leader. (p.81)

Aims and influence

If Public Reading Museums are seen as resource stores in addition to, and co-operating with, the various educational institutions, more closely attuned to the needs of those members of society who are seeking further development, then the place of Reading Museums can be determined. Greve goes on to summarise some of the views which prevail. The Reading Museum is seen variously as a panacea against all the evils in society; as an antidote to drinking; as a place for anti-socialist, religious and nationalistic propaganda. There are political and economic motives at play. The participation of broader strata of the population in state and local government makes more demands on the intelligence and powers of comprehension of more people than hitherto. More intelligent and educated workers are more energetic than uneducated workers and have an effect on production. International competitiveness and influencing the battle of the classes are also instanced. Greve sees the workers' movement as supporting the Public Library Movement and having high expectations of it in its role in raising the level of consciousness of the lower classes (p.91).

When all the above opinions of the aim of the Public Reading Museum are considered, it can be said that all bear some relation to its work, but it should be stated that it is not the business of the institution to have a direct influence on political, religious or sectarian issues. In the opinion of Greve (p.92): "...a

better way forward is open to Public Reading Museums if they limit themselves to giving and seeking support to and from education'.

He envisages a dual role:

- 1) assembling resources needed for teaching in all kinds of educational establishments, making them available to teacher and student, listener and leader; stimulating people to get to know the resources;
- 2) refining the choice of reading matter, preferably in conjunction with the educational institutions, but, if necessary, independently of them.

This leads on to the 'Fiction' question.

The 'Fiction' question

When one thinks of the choice of reading matter, this is in relation to recreational literature. There is almost universal agreement, among those who have studied the subject, that one of the main arguments in favour of fiction in Public reading Museums is that for the working classes recreational literature is virtually the only means by which they can come into contact with the thinking of other people, and thinking about matters other than those which fill their daily lives. It is, moreover, the only kind of literature that can be coped with after a tiring day's work and in a noisy family. The Public Reading Museum must choose carefully, and also keep a well-supplied and up-to-date collection of more educational works in the fiction department (p.93).

The argument is also put forward that the novel is the '*document humain*', reflecting society, which can thus lead to greater understanding on the part of the reader, and have a civilizing influence. Another argument lies not in the quality, but the quantity of reading: that once a certain number of books have been read, readers will move of their own accord to a higher level, especially in

the propitious circumstances of Public Reading Rooms. What readers acquire there is not so much improvement in their taste as the 'reading habit' (p.95).

Greve points to the difference in attitude towards fiction between on the one hand the American and English public libraries (frequently with inclinations to be predominantly academic libraries), and the view pertaining in Germany where the public libraries are seen as counter-balancing the old university and city libraries (which are almost non-existent in England and America) (p.96).

With regard to literature to be avoided, there is consensus that the lowest levels should not be purchased - the novels sold by pedlars, the purely sensational, tales of bandits and other such dubious publications. Books in foreign languages should be encouraged, particularly in countries with a small literature and limited language area, both for the sake of foreigners living in the country concerned, and for the benefit of anyone able to read in a foreign language.

As well as attempts to control the borrowing of fiction by means of the acquisitions policy, attempts have been made to guide the reader towards a higher grade of recreational reading, or towards the non-fiction departments. These attempts can be divided into two categories: personal influence on the part of the library staff, and 'technical means'. Except in small libraries where it is possible to get to know a limited number of readers well, it is impossible to achieve much by personal influence. 'Technical means' have included charges for 'fiction', but Greve highlights the fact that this is against the principle of free access and prefers the 'two book system', whereby a borrower may take two books, but at least one must be educational. Other methods he considers worthy of attention are putting new acquisitions out for loan, but not including

them in the catalogue, and then after a year cataloguing the more worthy and either disposing of the remainder or relegating them to a store (p.100).

It should be remembered that in the period when Greve was writing many libraries were not free access. Free access is also seen as a technical way of improving the level of reading: readers have access to the shelves (with some degree of supervision), select for themselves, and, in the process, come into contact with all kinds of literature (p.101).

In summing up, Greve wonders whether the solution of the 'fiction' problem is not more likely to come from outside the public Reading Museums - from schools, university extension and so forth. However, education cannot reach everyone and a considerable percentage of the population will visit the Reading Museums without the necessary foundation. This means that the latter have a role to play on their own (p.101). It is important that the best as well as the worst is available to everyone (p.106).

The Public Reading Museums can only have an impact if they purchase both educational and recreational literature, exercise firm control over purchase, and attempt to influence the choice of reading matter along the lines indicated above. Because the percentage of fiction loans is so high (70%-80%) they can exert an influence on the fiction-reading public.

The ideal versus reality

If Public Reading Rooms are recognized and work systematically with educational institutions much can be achieved (p.108).

In conclusion, Greve sums up:

Public Reading Museums can certainly co-operate more purposefully than any other type of library in providing support, guidance and stimulation in the efforts towards education and recreation.

However, unless in the first place there is a sufficiently close association with education, and in the second better economic conditions are forthcoming for a great deal of the population, to enable them to take advantage of what is offered, one must not count on a lasting effect.

...The institution is more one of the future than the present....We have more an idea of what may be achieved in the future, and how it can be achieved, than of what has already been attained. (p.119)

Technical considerations

Chapter II of Greve's thesis is concerned with the technical side of Public Reading Museums, much of it too technical to be of relevance to this study. Some concerns, however, are extremely relevant.

Apart from arrangements for lending books, Greve sees the need for a reading room, although some people would fear that this might keep people from their families (p.44). In addition, he is of the opinion that in Public Reading Museums of any significance, there must be a study room where people can work with books which cannot be borrowed or with those they only need to consult. The lack of such a facility drives away the better educated and those who are trying to develop themselves. Moreover, study rooms create the opportunity for giving the user information on particular subjects, 'advisory work' intended to help those readers who are interested in a subject but do not

know how to find the way round in the literature themselves. This very useful work can take place in the quiet of a 'study room' better than in the lending areas (p.146). However, there is no place for games, which can only serve to lower the tone of the Public Reading Room.

Opening times should be such as to accommodate the needs of working people, since it is assumed that a considerable percentage of users will not be completely free to come at any time, or in many cases on any day. Sunday opening is regarded as important, even though the hours may be limited (pp.194-195)

Staff

In addition to a love of order, dedication and helpfulness, a good memory, sound judgement, a love of collecting, encyclopaedic knowledge, and clear hand-writing (among other things) (p.225), heads of Public Reading Museums need to believe that the institutions entrusted to them are of equal importance to schools. They also need organizational ability, particularly for the extension activities such as work with factories, neighbourhood libraries, travelling libraries, university extension work, courses and lectures. Patience and knowledge of people will also be useful. Knowledge of people will lead the librarian to recommend not so much what they want as what is appropriate for them. A well stocked library will offer a choice of sources and reading material of different levels for any one subject. The librarian must be able to advise (p.227).

The need for professional training for heads and lower levels of staff is pointed to, particularly in view of the educational role of the library (p.230). Greve refers to the training provided by the Library Association in England, and to the existence of library schools in America, and contrasts this with the situation in

Holland, where there are no formal requirements for personnel (even in libraries maintained by the state), and no prescribed or generally desirable training exists. This means that there are, therefore, no specially trained professionals to support the new movement.

A broadly conceived professional organization is necessary, both in the interest of the public library movement, and the general situation of the profession². The first duty of such an organization should be training and the setting of standards of knowledge and competence (p.236). Greve goes on to outline a syllabus, which it is interesting to note, includes 'pedagogy'.

Twenty years on

At the National Congress for Adult Education³ in 1926, Greve could be heard developing his ideas further, in the distinguished company of others such as Molengraaff and Casimir. In a paper entitled *De openbare leeszaal en bibliotheken en nog iets* [Public reading rooms and libraries and more besides], Greve (1926) makes the following points.

1 Public libraries differ from the related institutions working in the field of adult education in that the readers are not in a subordinate position, although the staff are there to help them choose materials and to give advice. Compared with other situations, the reader is making more individual input, which encourages independent learning.

² As we have seen, the Central Association for Public Libraries and Reading Rooms in the Netherlands was formed in 1908, with Greve as its secretary.

³ Nationaal Congres voor Ontwikkeling van Volwassenen, 27-28 May 1926, held in the Hague.

2 The disadvantage of this way of working is that it lacks the systematic development which can be given by, for instance, the adult education institutes and popular universities. 'Library extension' activities are attempts to ameliorate this situation, but not a great deal can be achieved because of lack of resources. In places where there is a reasonable amount of systematic adult education work, it would make sense for public libraries not to get involved in putting on courses themselves, but to concentrate on providing the resources to support and develop interest and knowledge awakened elsewhere.

3 The reverse of this is that the method of teaching by means of courses and lectures in other adult education institutions often falls short of the mark because of lack of self motivation. Independent study is an essential element in successful adult education work. 'University' extension work is working towards the same ideals and has arisen from the same considerations as 'library' extension work, and the same principle of the division of labour applies as referred to above - the resources for further independent work should be found in the public library.

4 'Wherever adult education work is considered as a whole, the public library is principally a place for resources for independent work' (p.296).

5 Division of labour is needed throughout the adult education field. There may be clashes of interest, but there will be an increasing necessity for mutual understanding, co-operation and organization. Good will is not sufficient of

itself. The various associations and institutions need to come together in a national federation of local 'adult education councils', as proposed by Casimir⁴.

6 The 'incidental, amateurish, and philanthropical' nature of adult education has to be changed. Closer co-operation will certainly achieve some economies for the various sectors, but there is a further aim: the recognition by state and municipality of the importance of adult education in consolidating, conserving, and building upon the education given in schools at such expense to the authorities.

Another prime mover in the Public Library Movement from early times on was Leo Simons (1862-1932). Simons was co-founder of the Reading Association (Leeskunt), in Amsterdam⁵, and concerned with the setting up in 1892 of the Ons Huis movement referred to earlier in Chapter 4.

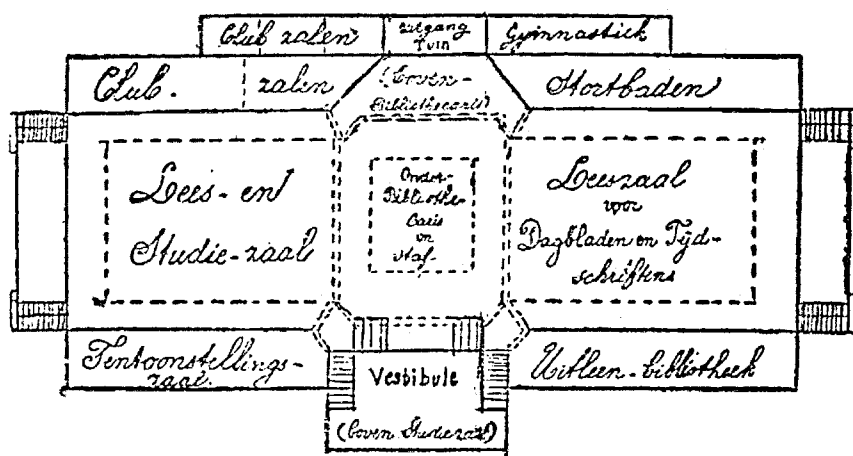
In 1893 he went to England, where he worked for a publisher and had the opportunity to attend lectures by William Morris. He followed the social and cultural debate in Holland, and contributed occasional articles to periodicals. On his return, he had the idea of supporting adult education as envisaged by Toynbee and the public library movement, by providing books for the masses (De Glas, 1982, p.67). In 1905, in Amsterdam, he founded the Society for the

⁴ In 1918 Professor R. Casimir proposed the formation of a national federation of local adult education councils, an idea taken up by Simons (1928) as we shall see further on in this chapter, and one which was echoed in adult education circles much later (See Chapter 2).

⁵ An early form of adult education in which clubs of a dozen members met together to read a book, with one of their members as leader. The leader would attempt to tease out any points in the text which needed clarification. This could lead to a full discussion of politics, society, technical matters, art, in which members joined. It was sometimes followed up by outings to institutions or museums.

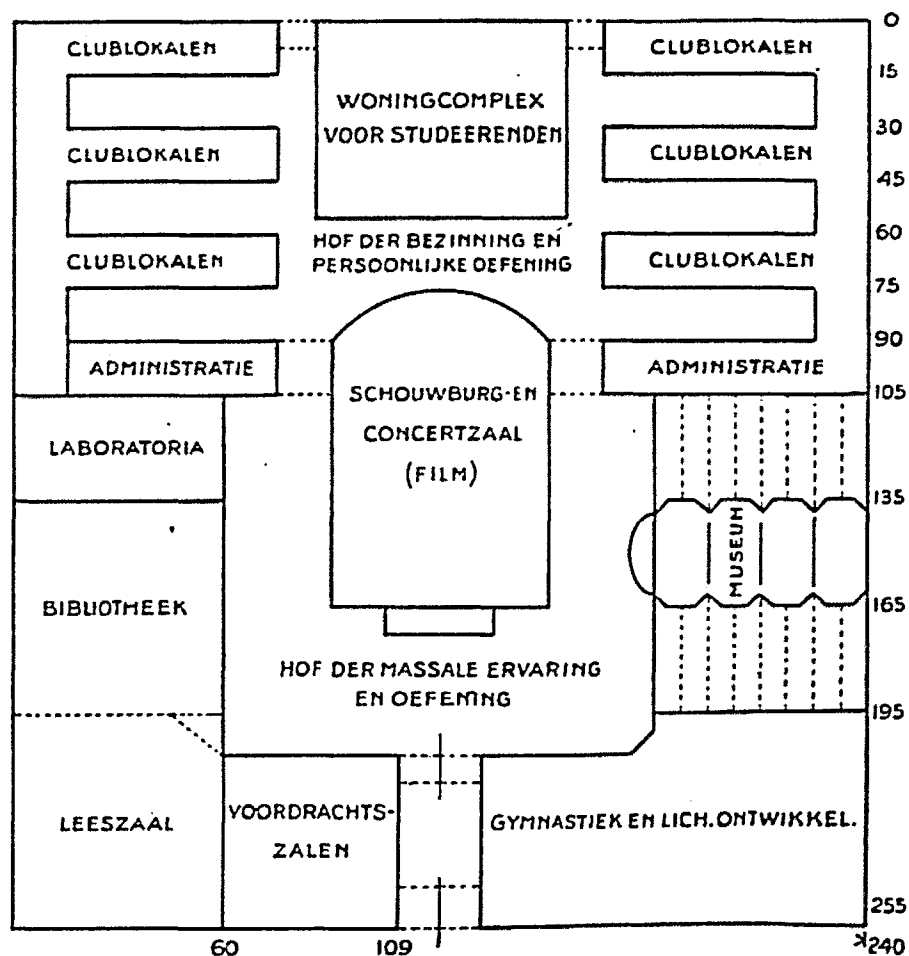
Distribution of Good and Inexpensive Literature/World Library (Maatshappij voor Goede en Goedkope Lectuur/Wereldbibliotheek), along the lines of 'Everyman's Library'. Simons was also a committee member and chairman of the Hague Public Library.

In an article on adult education Simons (1928, p.374) refers to the importance of books in adult education work, whether read in clubs or on their own, and to the role of independent study. He sees the need for making people aware of what can be found in public libraries, but laments the fact that the popular universities are not regularly setting up courses in co-operation with the public libraries, and draws attention to an introductory course to the public library, by the popular university in the Hague, for the Winter Season of 1928-9, to be led by Dr H.E. Greve. According to Simons also, there should be much more co-operation between the popular universities and public libraries; he sees this as an example of the 'chaotic manner of working' in adult education (p.375), which needs to be corrected by the setting up of Adult Education Councils (p. 384). In 1901 Simons had already sketched a plan for transforming the Paleis voor Volksvlijt (Palace for Trades and Crafts) in Amsterdam into a public library with other facilities (see illus. 5 below), and at the end of this article (Simons 1928, p.386) there is a plan for a free-standing building complex for a popular university in a large town, which includes a public library and reading room (see illus. 6 below).



Illus. 5 Sketch by Simons for transforming the Paleis voor Volksvlijt in Amsterdam

(originally published in Algemeen Handelsblad 17 June 1901)



Illus. 6 Plan for a popular university, including a library, from Simons (1928)

An educational role

It can be seen, then, that from the beginning of the twentieth century the public library was regarded as having mainly an educational role - as providing serious literature, educational books, popular scientific works, edifying material, although material for lighter tastes and needs was also available.

According to Dr Dirk Bos, the first chairman of the Central Association (a function which he held from 1908-1914) the public library was 'an establishment for further education by means of independent study'. (Cited in Schneiders 1990, p.110). Stein (1977, p.29) states that the 1911 statutes of the Central Association defined public libraries as 'facilities for reading, of a generally educational and instructive nature.'

The public library felt a close affinity with the popular university, which in many places was housed within its walls, and the library staff must be conscious of the responsibility of their task in contributing to the education of adults, and providing guidance (Schneiders 1990, pp.110-111).

That leaders of the Public library Movement were committed to the education of adults, and accepted in adult education circles, is demonstrated by the fact that the first two chairmen of the Central Association (Bos and Van Beresteijn) were both also members of the main committee of the Nut.

Steenbergen (1934) in an article on the popular libraries of the Nut, refers to the 'pedagogically' orientated public libraries, and sees the need, with certain sections of the population, for the librarian to take an even stronger role in the personal development of readers, more on the lines of the German model than the English. This comes back virtually full circle to the original ideal of the Nutsbibliotheken, and Steenbergen believes these actually to be better able to carry out this educational role, if they have a mind to, than the new-style public libraries, provided they confine themselves to 'quality' work.

In the minds of the early pioneers adult education and public libraries appear to have been inextricably linked. To what extent this early vision would be realized, and, more particularly, how the libraries would respond and react to

developments in the education of adults in the period under review in this study, remains to be seen in what follows.

The search for identity

According to Schneiders (1990, p.83) Greve and the other pioneers of the Public Library Movement had clear ideas about the 'level' and 'value' of reading materials appropriate for collections, and this influenced the Public Libraries New Style for nearly half a century, until, with changes in the cultural climate of the 60s, people began to have different ideas with regard to these subjective 'values'.

Greve formulated with legendary clarity, precision, and systematics what many people wanted, and in this way, from his position of power as secretary of the Central Association, he could put a stamp on half a century of public library work. That is, of course, not to say that every Public Reading Room and Library developed precisely according to his blueprint, but that the Public Library and Reading Room as *type* came to distinguish itself very clearly from the popular libraries and reading cabinets. (Schneiders 1990, p.85)

However, we need to remember that although the public library Movement's creed was that the Public Reading Room was for everyone, in actual fact until a very long time after the end of the Second World War only 5% of the total Dutch population were members of such an institution (Schneiders 1990, p. 108). The eminent British librarian, Lionel McColvin (1956, p.111) gives the percentage of the total population in Britain registered as borrowers at the time of his writing as 26%. By 1990, Schneiders (1990, p.108) reports, the percentage in the Netherlands of young people aged between 15 and 18 who were members of a public library had risen to 30%. Until the 1960s, according to Schneiders (pp.

108-109) the reading rooms served mainly the intellectual middle classes.

There were few facilities in the smaller towns and in the country. It was only from the 1950s onward, with increasing urbanization and the introduction of Provincial Central Libraries, with their associated local libraries and mobile libraries, that a good service became possible, and the modern network of public libraries developed. Earlier people had had to rely on the popular libraries and the shop libraries (See Chapter 4 of this study).

McColvin (1956, p.108), commenting on public libraries in the Netherlands, makes similar points, and reminds us also of the fact that membership of Dutch libraries was not free.

These subscriptions may not be large but they undoubtedly reduce the volume of public use and defeat many of the primary objectives of the service. (McColvin, 1956, p.108)

McColvin also draws attention to the detrimental effects on standards caused by pillarization and the dissipation of resources required to maintain more than one library. Open access was not general at that time either in the Netherlands (p. 109).

Reference has already been made above to the examination during the 1960s and 70s of the basic tasks of the public library, its nature and social responsibility. The time has now come to look at this in more detail.

Duijker (1974) in summing up a literature review of the aims of the public library, makes the point that up to the Second World War the principal aim was to make available literature for informal adult education and recreation.

From that time, and particularly from the 1960s, the idea has begun to dawn that the public library can fulfil a task in the context of lifelong education and the process of democratization which is gathering pace in society. This newly acquired insight

results increasingly in a more active manner of presentation, the aim of which is to make a contribution towards the creation of equal opportunities for all, although opinions vary as to the extent of this social commitment. (p.4)

The literature review referred to above (Duijker 1974) was undertaken as preparation for discussion of the aims of the public library, in conjunction with a policy document being prepared by NBLC, and we have already seen in Chapter 5 that it was examined outside library circles (c.f. Hajer 1974, p.652). The emphasis in the review is on books and articles published in Dutch, French and English readily available in Holland at the time of compilation. Literature appearing before 1960 with a direct relevance for the historical development of aims is also included.

It is not the intention here to go more deeply in to the history of the development in the first half of the twentieth century of the 'leeszaalbeweging', the functions and principles of which have been shown in some detail in the preceding section. Readers wishing to delve further are referred to the seminal work on this subject (Greve 1933), to the monograph by the same author on the politics of public libraries (Greve 1940) and to the chapter by De la Court (1965) covered more fully later in this section. Suffice to say that the period 1948-1958 was one of revival and renewed effort. The year 1948 saw the reinstatement of the *Rijkssubsidievoorwarden-1921* and the appointment of a new generation of librarians to replace the original pioneers as leaders in the public library world: in Amsterdam Public Library, Van Riemsdijk replaced Annie Gebhard; in the Hague, Greve was followed by Van Swigchem; Van Beresteyn was succeeded by Schepel as Chairman of the Central Association.

Two references to that period are worth picking up here for the way in which they echo points made earlier in this Chapter. Greve (1940) states that the aim of the public library is:

...to assemble books, periodicals and newspapers in such variety, freshness and numbers, that...no person, no group, nor class need be unfamiliar with the dynamics of our culture, nor deprived of the means to participate in the society of our times by his own reading. (p.6)

Annie Gebhard (1953), former Director of the Amsterdam Public Library, regards the aim as making available to everyone the greatest thoughts and most beautiful dreams of all times, this being the best stimulus for liberating the soul and increasing the happiness of mankind (p.11).

Both, then, are seeing the emphasis as mainly on education and development, civilizing the citizen by providing access to 'Culture', although Gebhard (1953) does go on to state (p.13) (a point which Duijker (1974) has not picked up) that the public library would not have become so important to so many people had the enormous increase in book production, and the need to be up to date in everyday life, not also involved it in a practical task - that of providing information as and when needed. She refers to the fact that the 'public library regards it as a logical function by means of its varied material to do for everyone what not everyone can do for himself' (p.13).

Unesco and the Council of Europe

Just as new thinking on education was going on within Unesco and the Council of Europe, as we saw in Chapter 2, so was thinking on public libraries and their

role, some of this, indeed, in relation to that educational thinking. This was picked up in the Netherlands.

In October 1966 the Council of Europe held a colloquium, in Namen, on 'Public libraries and life-long integrated education' (Council of Europe 1966).

The Colloquium maintained that public libraries had an important role to play in lifelong learning, and the intelligent use of leisure time, as well as making a contribution to the personal development and happiness of individuals, for the good of society.

This was the first colloquium on public libraries to be held under the auspices of the Council of Europe, and participants attempted to enlarge and supplement what had been laid down in the Unesco manifesto (Unesco 1949) on 'The public library: a living force for popular education', which it subscribed to without reservation.

The Colloquium formulated some general principles, cited by Wijnstroom (1967), for the organization of public libraries.

They should stand for the dissemination of knowledge, education and culture across all population groups, according to their cultural, economic, social, collective and individual needs. They should make available all necessary means for the dissemination of documentation and ideas, principally through the provision of books and printed documents, and by giving advice on how to use these. This should be done without charge. The public library should contain audio-visual documents as well as books, and be in a position to make possible other educational and cultural activities. Close co-operation between librarians and those working with adult education was seen as essential, as well as with the authorities responsible for cultural activities and active leisure

pursuits. Librarianship training should include an initiation into lifelong learning and active leisure pursuits. Extension activities should be organized to encourage people to read, particularly people who do not regard books as their principal source of information. Since public libraries are a mass communication medium, to be compared with the press, radio, television and so forth, the Colloquium was of the opinion that there should be co-operation with these. The Colloquium resolved that every country should take account of the above points in legislating for libraries.

The conclusions were reported by Margreet Wijnstroom (1967), at that time Secretary General to the Central Association, in the context of the debate over the place and future of public libraries in the Netherlands, and she stressed the importance of working towards a common goal with regard to education and culture (p.329).

In October 1969⁶ the Study Centre for Public Libraries (Studiecentrum voor Openbare Bibliotheken) and the provisional committee of the Association of Public Library Staff (Vereniging van Functionarissen in Openbare Bibliotheken) held a conference in Amersfoort to exchange ideas over the future structure of public library work in the Netherlands. An introductory address was given by P.J. van Swigchem(1969)⁷, sketching the background against which any new structures to be created should be seen. He emphasized that the public library was a service institution, and that therefore any developments should be

⁶ 1969, it will be remembered, was the year of the Beekbergen Round-table Conference on continuing education, and of the report on the 'Function and future of adult education in the Netherlands'.

⁷ P.J. van Swigchem. 1949-1983 - Director, the Hague Public Library. Chairman of IFLA Public Library Section and Division of Libraries Serving the General Public.

founded in what society expected of it. He refers to points made many times over concerning the 'changing society', which brings with it the need for people to be more aware of what is going on around them, and that not just in their own back yards, all of which makes it all the more important for the public libraries of the future to be truly general libraries (gemeenschappelijke bibliotheken) for the entire population.

He goes on to refer to a new type of reader, arising from the process of democratization, to the fact that people now need to go on learning throughout life, and can no longer avoid participating in society.

With these remarks I am touching on what the Ministry of Culture, Recreation and Social Work calls "lifelong education", a process which I assume needs no further definition for you to see its importance for our work. (p.385)

The first Unesco *Public library manifesto* was published in 1949, and is referred to by Murison (1988) as 'the original truly international declaration of the responsibility and potential of the service' (p.88). Its recommendations that public libraries be free of charge to the user, together with the similar recommendation in the Council of Europe Colloquium (Council of Europe, 1966, above) were known to the Minister for Culture, Recreation and Social Work, Klompé, as evidenced in a letter from her to the Committee of the Central Association, dated 2 August 1967 (Klompé 1967).

A new version of the Manifesto was published in 1972, to celebrate the International Year of the Book, but was little changed, the principles remaining constant. The Manifesto (UNESCO 1972) contains a definition of objectives, including the following:

...This manifesto proclaims Unesco's belief in the public library as a living force for education, culture and information, and as

an essential agent for the fostering of peace and understanding between people and nations. The public library is a practical demonstration of democracy's faith in universal education as a continuing and lifelong process, in the appreciation of the achievement of humanity in knowledge and culture.

The public library is the principal means whereby the record of man's thoughts and ideas, and the expression of his creative imagination, are made freely available to all.

The public library is concerned with the refreshment of man's spirit by the provision of books for relaxation and pleasure, with assistance to the student, and with the provision of up-to-date technical, scientific and sociological information.

...The public library is concerned with the communication of information and ideas, whatever the form in which these may be expressed.

...It should link itself with other educational, social and cultural institutions, including schools, adult education groups, leisure-activity groups and those concerned with the promotion of the arts. (Unesco 1972, reprinted in Murison (1988, pp. 89-90))

Other significant recommendations are the fact that the public library should be established by law, and that nation-wide provision should be ensured.

Moreover, that it should be maintained wholly from public funds; that no direct charge should be made for its services and that it must be readily accessible, and its doors open for free and equal use by all members of the community, regardless of race, colour, nationality, age, sex, religion, language, status or educational attainment.

Democratization and social commitment

The 1960s, according to Duijker (1974, p.10) were a period in which considerable attention was paid to social commitment, as well as to the spreading of culture and the democratization of society. This is evidenced in the aims formulated by Wim de la Court (1965) in his chapter on the 'Aims, character and history of the public library in Holland', a contribution to the handbook on Dutch public libraries arising out of the celebrations for the fiftieth anniversary of the Centrale Vereniging voor Openbare Bibliotheken in 1958.

De la Court attempts a provisional ideal definition for further consideration:

A public library is an institution which offers everyone opportunities for development, information, informal education, recreation and aesthetic experience.

The library carries out this task by making available books and related forms of literature, and by the provision of information from and about written materials. To this end it comprises a systematic collection of books representative of the whole cultural field, well-considered and up-to-date in nature.

The public library is run by staff capable of ensuring a response to all its functions.

The public library is freely accessible to all, and can be used free of charge by all, and is financed and developed by resources from public funds. (pp. 8-9)

This summary is expanded and explained. He sees the public library as:

...a medium, an instrument that offers everyone the opportunity to take cognizance of everything society produces in so far as this is set down in written materials.

As such the public library is a medium for communication, a medium for the transfer of culture.

Its aim is to make this transfer of culture as effective as possible, and contribute thereby to the dissemination and growth of culture.

The public library interprets the term "culture" in the widest sense: not only the spiritual and moral aspects of the concept of culture belong to the field of public library work, but also culture in the social and material sense. (p.9)

The public library is seen by De la Court as a *cultural institution* in that it aims to respond to the cultural needs of readers, but also in the sense that it aims to make a contribution to culture in the broadest sense, without distinguishing between the highest achievement, amateur efforts, the culture of the élite or folk culture, and not excluding commercial or technical aspects. Evaluation of its cultural activities is determined by individuals who are enabled to satisfy their specific cultural needs (p.10).

The library can also be seen as a *social institution* (p.10). Social life is an aspect of culture, while culture gives form and content to social life. However, stresses De la Court, the public library is not a social institution in the sense of a charity - it does not aim to satisfy shortcomings in social provision or social injustices - although its aims can lead to certain subsidiary effects. It can make a useful contribution, for instance, to the effective use of leisure or improved social adjustment on the part of individuals (p.10).

'The public library is a *social-pedagogical institution* in the sense that it offers everyone the opportunity for personal development' (p.10). However, the library does not offer individual guidance - the library provides materials, individuals

are responsible for their own development.⁸ Nor is the library the only organization involved in the process of individual development, and it is important for the library to develop the right relationships with these organizations. By making material available to support the activities of organizations and institutions, the library can aid the process of development not only of individuals, but also of groups (p.10).

The public library is a medium of communication, but not a mass-communication medium like the press, radio, television, or films, since it is not involved in the production of material (pp.10-11). Moreover, the public library is not directed at specific groups of people with similar ideas or needs, but at individuals readers, constantly changing in number and nature, and with divergent needs.

The public library is characterized by the way in which its social functions are aimed at individuals, even when they are serving groups. It is a neutral instrument, but, nevertheless, the values of the public library itself play a part in the way in which it functions as a medium for the transfer and growth of culture. Looked at in this way, it is clearly educational ('vormend') and therefore not neutral (p.11). It is concerned with the dissemination and furtherance of culture, with fostering the participation of individuals in culture. As a social institution there can be no doubt that the public library is influenced by the value system of culture and society, and changes occurring

⁸ De la Court (1965, p.22) refers to rejection by the Netherlands of what he sees as the 'heavy handed social pedagogical attitude of our German colleagues.' 'The influence of figures such as Walter Hoffman, who was of the opinion that the reader must be systematically guided, never got off the ground with us.' (De la Court also refers to developments in other lands - Great Britain, America, Scandinavia, Germany, France.)

within it (p.11), and its reaction is not passive. If culture is threatened the public library will resist, since such a threat is an attack on its most essential objective (p.11).

The public library is an instrument of democratization: for it is the essential prerequisite to the principle of freedom of opinion and freedom of expression, by making freely available the means of arriving at freedom of opinion. (pp. 11-12)

With regard to the 'openness' of the public library, De la Court reminds us of the conditions laid down by the *Rijkssubsidievoorwaarden*, that it should be open to all irrespective of religious persuasion, political affiliation or social class (p.12). The public library is for all sections of the population, and its aims are to contribute to culture and participation in culture. However, this task is not one of conservation, but based on continual changes in culture, following the short undulation of 'fashion' as much as the longer undulation in the major cultural areas such as religion, science and art (pp. 14-15).

The formulation of aims

By 1973 the debate had gathered sufficient momentum for the profession to feel the need for a more systematic approach to the consideration of new objectives for the public library. At a library congress in Arnhem in that year the wish was voiced that discussions be organized to arrive at a formulation that would be generally acceptable.

Already, in June and November of 1973 the staff of the Leiden public library had held meetings over the 'task of the public library in society.' These discussions are reported in Egberts and Van Gorkom (1974), and were based on pre-prepared questions concerning the informative, educational and

recreational functions of the public library. There was general agreement that the library had an informative function, which consisted in making available all kinds of information to meet the needs of everyone. The educational function, in the old, paternalistic sense of educating people to 'read better' was seen as fundamentally wrong; the librarian is not an educator, but someone who makes material available. Any 'educational function' must take place in co-operation with schools, trade unions and other organizations. As to whether the informative or recreational function should take precedence, there was no agreement.

With regard to the standard and nature of the collections, and the recommendations in the legislation in the pipe-line, the staff were of the opinion that adult readers must determine for themselves what they wish to read, and that a balanced collection must span the entire cultural field. Not to include low level literature would be against the aims laid down in the legislation. These views took into account the role of the library in lifelong education.

To facilitate discussion more within the profession, the NBLC published a discussion document (Duijker, 1974), referred to earlier, comprising a literature review and a list of questions. In a section on the 'Public library as instrument in democratization' Duijker makes the point (p. 12) that the democratization of society implies, among other things, the establishment of new attitudes and the creation of equal opportunities. He quotes (p.11) the *Memorandum in reply to the Bill on public libraries*. Where:

positions of power coincide with opportunities of access to
information, knowledge and skill, the actual lack of equality in
access leads to the maintenance of privileged positions and thus

to inequality with regard to power. (*Memorie van antwoord* 1974, p.2)

As an instrument of lifelong education, and a support service to it, the public library is exceptionally well equipped to play a role in the process of creating equal opportunities and of democratization (p.11).

Duijker goes on to refer to the old 'educational' role of the public library aiming at the elevation of the common man, and sees this as having developed into a modern aim of offering equal opportunities for all, and, in addition, enabling citizens to become active participants in a democratic society. Three concepts of the extent to which the public library can contribute to the process of democratization are distinguished, and this divergence makes it a matter of urgency to come to a conclusion, appropriate to the times, about the aims of public libraries (p.12).

To reflect more fully the concerns in people's minds and the nature of the debate, these are translated and given in Appendix 2 to this study.

Discussions were held at local and regional level up to June 1975. In July of 1975 a summary (NBLC 1975) was published of the regional discussions, and the views of the larger public libraries - Amsterdam, The Hague and Rotterdam - which because of their size were almost equivalent to regional libraries.

These views, although not fully representative, as not all regions responded (and some which did respond did so only in part) were fed into the national meeting held in September in The Hague. This meeting led to the formulation of a 'provisional' aim, to be laid before members for approval at a later date. This provisional formulation is given in Bruyns (1976, pp.7-8), and some of the salient points relevant to this study are picked up below.

The public library is a social-cultural institution, which can be seen as the essential basic service for the provision of information. It is an institution which provides information for the benefit of everyone in society, and in this it seeks to be as rounded as possible. With regard to the provision of information concerning the need for the education of adults, it is part of the task of the public library, as a support service for lifelong learning, in conjunction with other organizations in the field, to raise awareness. In this respect, the public library needs to contribute to the furtherance of the processes of emancipation, that is to say, processes aimed at those members of society, who for structural reasons are unable, or not fully able, to realise their own potential, to help in creating facilities which enable people to function fully as human beings. The public library contributes to this from its own terms of reference; guidance in information. The library supports awareness-raising processes, but does not initiate them...

It is not part of the task of the public library to force upon the public "unsolicited" the information which is at its disposal. Such an attitude could be detrimental to the image of the library as an institution which anyone can use, and in which the individual is granted freedom to choose from a "rounded" collection of information...

In order to ensure that the public library is used as much as possible - particularly by those who belong to groups which are disadvantaged (in a social-economic sense) - it is recommended that the library has facilities which make it more accessible. This implies, among other things, that the public library has space, and makes this available to the public for recreation, cultural and social purposes. ...For these reasons, and because of the need to co-operate with other social-cultural organizations referred to earlier, it is desirable for the public library to be housed in a social-cultural centre. ...However, the public library must be able to maintain its own identity in such functional and organizational arrangements. (pp. 7-8)

Bruyns comments, in conclusion, that in arriving at its policy, each public library will need to take account of the social structure of its own catchment area, especially of any 'disadvantaged' groups. Extra attention to one group must not mean neglect of others. The objectives outlined are valid for all public libraries, meaning, by implication, that there is no need for each to establish its own separate objectives (p.8).

By June 1978 opinion had gelled sufficiently for members to approve a report on the 'Aim of public libraries' (NBLC, 1979) at an NBLC meeting.

In this report public library work is linked to the basic socio-political assumption that the free flow of information is essential in a democratic regime. (p.1)

It is worth looking at the report in more detail, in view of its importance. The point is made that the chief obstacles to free flow of information are felt most keenly by individuals and groups in a socially disadvantaged position.

If public libraries wish to contribute to the furtherance of the free flow of information for all, then it is obvious that in the establishing of policy priorities preference should be given to measures which will increase the chances of the less fortunate. In this report this is expressed in policy aims for public library work as a whole...(p.1)

The motivation for the aims and functions of public library work lies in the value we accord, in a democratic regime, to the free flow of information. The free flow of information is a prerequisite for the functioning of democracy. It is also a logical outcome of the right of freedom of expression laid down in the Dutch constitution. ... Up to the present there is no formal recognition of the complements to this right, namely the right to the freedom to form opinions and that of access to information.

In this connection it is also striking that in the preamble to the Public Libraries Act the right of every Dutch inhabitant to an adequate library service has not been mentioned. (p.1)

The Act only refers to the desirability of legislation for public library provision from the public purse, without giving a reason as to why this is desirable. In the NBLC report, reference is made in this context (p.2) to Article 10 of the *European convention on the rights of mankind* and to Article 19 of the *Universal declaration of the rights of mankind*, which deal with the right to freedom of opinion-forming and expression.

The report (NBLC 1979) goes on to consider the position of public library work in the totality of information services. The distinguishing factor for public libraries, the one which gives them their own specific function and identity, is that they offer a more complete range of provision, that they can provide cataloguing and indexing, and professional guidance. They are different from academic and special libraries in that their collections are general (not specialized), that they can be used by all, and that they are geographically close to the population. 'The whole gamut of library provision must form a network, in which public libraries are the foundation layer' (p.3).

Recognition is also given to the existence of other specialized information points which have grown up in recent years, such as community advice centres, and information centres, law shops, action groups, which not only provide information, but also produce it. Public libraries must be aware of these, at local, regional, and national level, so that they can refer people to them and also gather their materials.

Moving on to translate the social stand-point into the aims and functions of public libraries, the report sees the *aim* of furthering the free flow of information by making information available to all, as having implications for the functions.

...public libraries are service institutions which attempt to realise their aim for all individuals or groups in Dutch society.

This service function means that public libraries are "free places"⁹ where people can select from material which they think they need, irrespective of the purpose for which, or the manner in which they use the material: recreation, information, education or something else. (p.3)

Reference has been made earlier in the report to factors hindering the free flow of information. These must be taken account of by public libraries in determining their policy and priorities. The general factors causing problems can be divided into three categories, which sometimes overlap:

- * problems to do with the *amount of information* - on the one hand information overload and on the other the lack of information, or lack of information in comprehensible language or the most appropriate form.
- * problems to do with the (potential) *users* - such as insufficient knowledge, or social or physical handicaps which make it difficult to use information even if it is available.
- * problems to do with the '*transmitter*' of information - e.g. the press, radio, television, libraries, who are not always able, or willing, to present their material in a form accessible to (potential) users.

⁹ We should note that 'free' here refers to freedom of choice and access - public libraries were not free, a contribution was required from members.

This leads to the formulation of an intermediate goal for policy in the short term: public libraries should get together themselves to do a number of things, including the following which are particularly relevant to this study.

- stimulate and carry out research into manifest and latent information needs, and into the process of information transfer;
- influence provision (in co-operation with other areas), among other things by pointing out gaps;
- co-operate with organizations and groups which include in their role helping people to formulate their information needs better, helping people to find information, to select and to use it;
- use the knowledge and experience gained from such co-operation in collection-building, in making collections accessible, in methods of service provision, in the furnishing and use of premises, and in the training of staff. (p.5)

The general aims must be interpreted by individual libraries in the context of their own situation and catchment area. This will lead to intensification and extension of the basic tasks of public libraries.

The basic tasks for all libraries are defined as:

- The acquisition, organization, cataloguing and indexing of information materials;
- the loan of information materials;
- the provision of reference facilities for consulting materials;
- the provision to users, both as individuals and groups, of information from and about the materials;

- the provision to users, both as individuals and in groups, of help in the formulation of questions and in finding and selecting information (p.5).

In addition, according to local circumstances, more specialized provision will be made, aimed at the specific needs of certain categories of users, e.g. those with limited mobility, services to organizations and groups of all kinds.

In all of the above, it is important to note that the public library is clearly defined as a service institution, and that no distinction is made between what it supports - recreation, education, other needs and activities. However, there is clear evidence of social commitment, and the role is not seen as entirely passive. How this role is interpreted with regard to the topic of this study, the education of adults, will be seen in due course.

7 The role of the public library - debate and development.

Part 3 The library world: the educational function

This chapter aims to examine in more detail the views of the library profession on the role of libraries with regard to changes being attempted in the education of adults in the period under review.

Before becoming involved with the debate going on in the period of this study concerning the role of the public library with regard to the education of adults, let us look briefly at some views expressed in the decade leading up to the report *Functie en toekomst* (1970), some of which were in response to those expressed by educationalists (see Chapter 5).

Wim de la Court (1963)¹ accepting the challenge of writing on public libraries and adult education in a major adult education journal, refers (p.160) to the lively discussion that has been going on for a long time over the role of the public library in adult education. Librarians, he says, are inclined to accept it as an established fact that they have this role, and not to get over-excited about it - they prefer to show their views through their work. However, librarians are not completely familiar with the language and customs of adult education, which may lead them to over-emphasize the separate identity of their own work when speaking to adult educationalists, while some adult education workers are unsure of the position of the public library (pp. 160-161).

De la Court (p.161) sees that the matter is not entirely straightforward: the public library spans more than one field, and is not just a medium for adult

¹ For Hajer (1967a) on De la Court (1963) see Chapter 5.

education, although the educational aspect of public library work is not only a reality, but one which needs to be extended and strengthened. Concentrating on adult education, he looks in turn at four things:

- the individual identity of public library work in relation to other social and cultural-agogical activities;
- the characteristics of public library work;
- the primary activities of the public library with regard to adult education;
- extra-mural activities and the desirability of co-operation with other organizations and institutions.

The public library must cater not only for adult education, but also for intellectual development, business information needs, recreational and creative needs, among other things. The public library does not place greater value on adult education than on the other functions. Its evaluation is determined in the first instance by the question of whether an individual reader's specific need has been adequately met at a given moment (pp. 162-163).

As far as adult education is concerned, the librarian will however be inclined to place his library right at the beginning of adult education process: the public library offers opportunities for adult education, but the actual educational process follows, and is up to the individual and is his responsibility. (De la Court 1963, p.163)

According to De la Court, the main way in which the educational work of public libraries differs from that of other adult education institutions is that it is directed at individuals.

The public library's public is no more, and no less, than a constantly changing number of individual readers of the most varied nature and with the most divergent needs. (p.164)

Nevertheless, the librarian has an important role in adult education, even without engaging in special activities - building, maintaining and organizing the book collection, the design of booklists, introducing the public to the library are all part of the adult education function, as is staff training in the 'service' concept.

The very existence of the public library is a symptom of the same striving for the democratization of culture and of cultural education in democracy as the existence of people's universities...and adult education centres. (p.165)

As far as the primary activities of the public library are concerned (collection building, cataloguing, reader assistance) in relation to adult education, and here we find echoes of Greve, De la Court has the following to say:

Even in these primary tasks which make a library a 'public' library, the adult educational aspect is clearly to be seen: it is directed towards offering choices in all areas, it aims to cater for everyone and it leaves everyone their individual responsibility. (p.171)

But, as we saw in the previous chapter, for De la Court, as for Greve and Simons before him, the primary activities are not enough for the librarian. The public library should also be engaged in outreach work both to attract more and better readers, and to reach special groups such as the elderly or the blind. Work (such as book talks, discussion evenings and lectures) with groups can also lead to greater library use². In the opinion of De la Court, compared with the United States or Scandinavia, this activity was very limited in the Netherlands (p.173) Attitudes were too passive.

² c.f. the ideas of Greve and Simons in the previous chapter.

The librarian needs to master the language and customs of those who are active in socio-cultural adult education, and join them. Above all he must turn to the aims, content and method of working of socio-cultural adult education. (p.174)

A totally different problem, that none the less is very relevant ... is the general lack of coherence and integration in socio-cultural adult education in the Netherlands. We have been somewhat critical ...with regard to the reservations in library circles, but against that stands the fact that many organizations and associations in the adult education field make only a very limited call on public library services, even when these could be provided³. (p.175)

In 1968 De la Court is again to be found writing in *Volksopvoeding* on the topic of the library world and adult education (De la Court, 1968), in response to a group of articles published in one issue of the previous year i.e. 1967 on developments in public library work (Baggelaar 1967), the relationship between public libraries and adult education (Egas 1967), and co-operation between adult education and public libraries (Hajer 1967b). (See also Hajer (1967a) referred to in Chapter 5).

In attempting some practical considerations, De la Court (1968, p.91) takes as his starting point Hajer's attempt to find a balance between the 'objective', 'passive' service task of the public libraries, and their own, more subjective, function in adult education. That balance he sees as difficult to achieve on account of factors beyond the control of the librarian, of which the most important is the strongly increasing demand of the public for 'objective' service, free from paternalism. The public is demanding more in terms both of quantity and quality of materials. But it would not be right to let the increasing

³ This point was picked up by Hajer (1967a), as we saw in Chapter 5.

demands of the public keep librarians from being active on the adult education front; adult education needs should be seen as part of the growing public demand. There is, however, an important difference. Whereas the public is demanding more books, and materials which they can find their own way among, after a short introduction by the librarian, the adult education institutions are demanding more personal service, incorporating librarians into their work.

Another problem arises from the materials being asked for - new kinds of material are now wanted for adult education (not the old circulating collections, but informative materials on topics being dealt with in specific courses). This material is often difficult to set aside because it is in general circulation (p. 95). A solution to this would be the establishment of special departments for adult education work, on the analogy of the 'library-extension department' in the Anglo-Saxon countries and Eastern Europe (p.94). Staff in such a department must also be prepared to undertake independent adult education work, where asked for, either in the context of the public library or adult education (p.95).

Further suggestions of Hajer, referred to here by De la Court (1968, p.95) are sharing of administration, joint political action, shared premises. All these he sees as worth studying, or, even better, experimenting with, and he concludes with a request to government for appropriate subsidies to make this possible, preferably in the context of the Public Libraries Act which is on the stocks (p.95).

The 1970s

We have seen above some views of librarians on the role of the library in the education of adults in the period immediately prior to this study. Let us move

on now to look at their views as these develop during the 1970s, and as the concept of 'continuing', 'lifelong', 'permanent' education gains more widespread attention, as shown in Chapters 2 and 3 of this study.

The 1970s, it will be remembered, was the period of major conferences, the *Contours* memoranda, and the establishment of the four key committees, dealing respectively with the Open School, The Development of Local Educational Networks, Paid Educational Leave, and the Open university. Views from these with regard to the role of public libraries are covered in Chapter 5 and Chapters 8, 9 and 10.

Van Dijk (1971) is persuaded:

...that it is in particular the public library that is accorded an important function in the concept of e.p [éducation permanente]. The explanation for this is in the nature and aim of the public library itself. (Van Dijk 1971, p.56)

Both special libraries and academic libraries serve limited populations. Indeed, with growing student numbers, it is increasingly difficult for academic libraries to meet the needs of their own readers. They are having to become more like many of the special libraries, and are less able to meet the growing needs for academic literature outside the universities.⁴

This presents a considerable challenge for the public library. Higher demands will be made on it, and, in my opinion, the future is set aside for it also in the context of e.p., because the nature and aim of the public library connects perfectly with the

⁴ This point will surface again in Chapter 9, dealing with the Open universiteit and libraries.

cultural political principle of e.p.⁵...The great changes in our society, the democratization of virtually every area of that society, and the possibility for everyone to take part in civic life in all its facets, and to give direction to them, requires an institution that can make as much information as possible, especially current information, available at all times and in all places, for young and old, and at whatever level is appropriate. In my opinion that is more or less a description of the public library, which, as a centre for information, development and leisure, can evolve into an important basis for the whole educational system, that e.p. sees as one unit. This shows the future the public library has in the context of e.p. In Dutch society individuals and groups, educational organizations and institutions, need material with which to work; they must be able to tap information sources on all aspects of society, quickly and easily. The public library will be the institution where information is gathered, indexed and made available. Thus the public library, where the information media are made available, lies at the basis of the whole field of education that e.p. is aiming to integrate and co-ordinate. (Van Dijk 1971, pp. 56-57)

Van Dijk (1971) goes on to enumerate (pp. 58-60) five consequences of permanent education for public libraries:

1 *Democratization.*

2 *Co-operation.* If the public library is to be the foundation of the whole educational field, then more co-operation will be needed. At local level this means general⁶ libraries which cater for all persuasions and groups. Regionally this means greater co-operation in purchasing, cataloguing, service and

⁵ This point will be picked up on more than one occasion in Chapter 8 dealing with the Open School and Libraries.

⁶ This means general as opposed to confessional.

administration. Nationally this means the creation of a powerful national organization to promote library work at government level, to stimulate and co-ordinate effort and provide service. Co-operation with other types of library will be necessary.

3 *Library extension.*

4 *Resource centre* - non-book materials also must be made available.

5 *Self-motivation.* The public library of the future will increasingly encourage self-motivation and creativity. The idea of self-motivation (although according to Van Dijk referred to often by Leo van Ommen, head of the Adult Education Department within CRM) has not been given much attention as a function of public libraries, except perhaps in the case of schools and independent learning from books. 'Education permanente' requires the public library to extend these experiments to other media and to adults - a new challenge⁷.

As regards public libraries and other forms of education, attention is drawn (p. 60) to the Explanatory memorandum to the Draft Bill on Public Libraries (CRM 1970c), which refers to a supplementary role for public libraries after the end of compulsory schooling. Thus the library needs to be able to provide the information necessary for all kinds of training, and re-training, for correspondence courses, keeping up with professional knowledge etc. It should be able to make provision to meet the needs of adult education centres, instead of these having to maintain expensive library or resource collections, and closer alliance with the mass media would be desirable, for instance, stocking the texts used in the Teleac courses and other television programmes.

7

c.f. the ideas of Greve (1906) noted in Chapter 6 of this study.

In 1974 and 1977 two seminal works on the educational role of the public library appeared, to which we now turn: De la Court (1974) (quickly picked up by the educationalists and politicians, as evidenced in Chapter 5), and Stein (1977a).

Wim de la Court

The book by Wim de la Court (1974) 'The public library and permanent education', in the well known series *Vormingswerk: theorie en praktijk* [Theory and practice of adult education] published partly under the auspices of the NCVO and the Kadercentrum voor Kultureelwerk [Centre for Cultural Work] in Brussels (which in itself is an interesting fact), is, as its title indicates, specifically concerned with the role of the public library in permanent education.

In his introduction De la Court (1974, p. 1) makes reference to the discussion going on everywhere at that time over the role of the public library, seeing this as a good phenomenon. However, he is saddened by the fact that these discussions make little mention of the 'individual character' (*eigen identiteit*) of the public library, and admits to having to overcome some inner resistance. His work is the result of his own need:

to test his own vision of the identity of public library work
against both the ideals and ambitions of his colleagues and the
expectations regarding public library work which exist above all
in adult education circles. (De la Court 1974, pp. 1-2)

Information has been provided in Chapter 4 of this study on the origins and development of public libraries in the Netherlands from popular libraries, reading cabinets and reading museums, and to the work of Henry Greve and

the Reading Room concept, which, in the words of De la Court (1974, pp. 3-4) was 'a vision entirely determined by a detailed analysis of the individual character and identity of the public library', breaking with the traditions of the forerunners and intended for everyone, with government funding, and independent as to collection, organization and presentation. Referring to the post-war period and the conflict between the 'popular libraries' and public libraries, De la Court (1974, p.6) sees this as one between public library work as a subsidiary function of church work or adult education, and public library work as an autonomous function. In any case, he maintains (p.6.) that this made an important contribution to the rediscovery of the identity of the public library and to future growth. Meanwhile, the financial basis for public libraries (the *Rijkssubsidievoorwaarden* -1921) had become out-dated, and new legislation was in preparation in the form of the 1972 Public Libraries Bill.⁸

De la Court (1974, p.8) sees the 1970s as confronting public libraries with both the maintenance of their current tasks and considerable new demands arising from a more open and active government, educational reform, and the attempts to realize

...a cultural political principle in which a completely coherent, integrated and flexible structure of provisions is aimed at, which can offer all people, throughout life, opportunities in accordance with individual abilities to meet their educational, social and cultural needs, and to develop their personality by means of work or leisure, both for themselves and for the benefit of the community in which they live. (*Functie en toekomst*, p.68)

⁸ *Ontwerp van wet op het openbare bibliotheekwerk* [Public Libraries Bill] (1972). Zitting 1971-1972 der Tweede Kamer, nr. 11953.

Thus, in De la Court's view, the public library has become involved in the practical development of the cultural-political principle of permanent education (De la Court, 1974 (p.8).

Objectives

De la Court (1974) begins by considering the objectives of public library work, which he sees as making knowledge and culture contained in all media available to everyone, in the context of overall library provision. This means that the library service is not aimed in the first instance at meeting the needs of people that can be met by other libraries, such as university libraries and special libraries. He sees public library work as one of the consequences of the constitutional right to freedom of expression and of democracy, or more accurately, a development towards democracy (p. 11). It is here that we find the key statement picked up by Van Ommen (1975, p. 536), and referred to in Chapter 5 of this study.

What characterizes public library work is its systematic and conscious contribution to improving the freedom and creative self-realization of people as individuals and members of the groups in which they find themselves. (De la Court 1974, p. 12)

But De la Court points out that this does not preclude the work fulfilling 'objective' and 'value-free' informational and recreational functions.

He goes on immediately to say that it must be clearly stated public library work is a *service function* (p.12).

...that is what gives public library work its own identity. In this sense the public library is not an adult education institution, not an educational institution, but a service institution to support,

among other things, the informal and formal education of individuals and groups. (p.12)

Looking briefly at some vital library statistics De la Court (1974, pp. 13-15) notes that although public libraries are intended for, and accessible to, everyone, 70% of the Dutch population make no noticeable use of them, and interpretations of the objectives of public libraries group around this fact, split between those who want to concentrate on serving existing users as well as possible, and those who see their mission as recruiting more users. Admitting that this is an oversimplification, De la Court sees it nonetheless as a useful model, and one which is to be found in the discussions on library politics current at that time:

...it is the discussion between those who see the public library primarily as a service institution, mainly meeting an all-round need for information, and those who see it as one of the many institutions for adult education and recreation, striving for as great a public as possible. It is also the discussion between those who attach priority to the optimal development of service, and those who attach priority to stimulating and creating demand. (p.15)

De la Court is quick to see that the appositions and extremes can only too readily be identified with fashionable qualifications such as 'élitist' and 'democratic' (p. 15). He maintains that the core problem facing the librarian is that, if he wishes to do a good job, he cannot set priorities in this way.

it is not a matter of choosing between the two extremes, but of harmonizing them, it is not *one* position *or* the other, but the one *and* the other. And he must achieve this with resources which are always too slight, so that he is nonetheless forced to make choices. (De la Court 1974, p.16)

De la Court (1974, pp.16-17) sums up his own position as follows: the public library is a service institution for the provision of education and information and recreational needs, but with the emphasis on the provision of information. It is the most basic provision, at the foundation of all other educational and welfare activities. All these activities depend on information, and the information provided needs to be well-rounded.

The public library and education

The second part of De la Court's work is concerned with public libraries and education. He opens (De la Court 1974, p. 64) by re-affirming the general service function of the public library, and the non-selective, non-directive policy, but emphasizes that although his definition of the characteristic of public libraries is their systematic, conscious effort to encourage the development of individuals and groups (which suggest important educational aspects to the role), nonetheless it must again be stated that the public library itself is not an educational institution.

It is a service institution for all social and cultural functions, but feels most closely related to, and responsible for, the educational functions in society and culture. (p.64)

In considering service to education, however, De la Court (1974, p. 64) stresses that this does not include meeting the educational needs of readers which are not being satisfied within the educational institutional framework.

This task, so extensive and of such continuing significance, is implicitly fulfilled whenever the public library adequately performs its basic tasks (collection-building, lending, and classifying and indexing material.) This is a matter of service to

the individual library user who can find his own way among the instruments the library provides. (p.64)

The educational activities relevant to this study with which he will be concerned include the training and re-training of adults, informal education of adults, cultural work such as community education, and education aimed at social action and participation. De la Court (1974, p.65) recognizes that the form and method of public library service to education must be appropriate to the nature of the work, consistent with developments of, and in, that work, and the needs arising therefrom.

On the other hand, the public library has the responsibility of making a contribution of its own...from its own characteristic position. (p.65)⁹

De la Court (1974, p. 68) moves on to examine the political principle of permanent education, referring to the definition used in *Functie en toekomst* (1969, p.68), and cited earlier in this section.

Looking at the public library in relation to educational work, De la Court (1974, p. 69) points out once again , that this is only *one* of the library's functions, albeit a very important one.

The public library , as an infrastructural facility for educational work, is the basis for a 'learning resource centre' to support all forms of educational work. (p.69)

In this function the public library, according to him, is part of the multi-media approach inherent in the application of the principle of permanent education,

⁹ c.f. the challenge laid down by, for example, the Open School Committee (COS 1979), cited at the end of Chapter 5 of this study.

working alongside educational broadcasting and the commercial producers of information material. He sees this principle as corresponding closely to the objectives of public libraries and the way they see their duties (p.70). However, in his view, public libraries have seen their service to the education of adults more as a means of integrating the library in social and cultural change, more as a public relations exercise on their own part, than as a purposive service to support activities of this kind. The time has now come to pay more attention to that supporting role (p.70).

Before moving on to develop a vision of the place and future of public library work in an educational structure based on the principle of permanent education, De la Court (1974, p.71 et seq.) pauses to examine some of the ways in which the public library relates, as a service institution, to various types of educational activities, paying particular attention to what in the Anglo-Saxon countries are termed 'library extension activities' (p.71)¹⁰.

Services to informal adult education

Moving on to look at the informal education of adults, De la Court (1974, pp. 82-83) picks up the paragraph in *Functie en toekomst* (1970, p. 86)¹¹ referring to the anticipated increase in demand for literature and other study material, arising from changes in society, and the consequent need for closer contact with library work, including the setting up of well-equipped , specially-staffed

¹⁰ De la Court is not entirely happy with this term, which he sees as a 'bibliocentric' term suggesting concentration on extending library use, whereas the services the public library provides to other institutions are also concerned with helping those institutions.

¹¹ Cited previously in Chapter 5 of this study.

departments, along the lines of the 'library extension departments' in the Anglo-Saxon countries, Scandinavia, and Eastern Europe. De la Court refers (p.83) to his earlier statement in the adult education journal *Volksopvoeding* (De la Court 1968, p.91), mentioned earlier in this chapter, that the expectations of the adult education field with regard to library services could only be met by *personal* services. He points out (De la Court 1974, p. 83) that although the materials needed are present in the libraries, they are insufficiently drawn upon because there is no personal relationship between adult education work and the library.

Another problem that must be recognized is the fact that the professional training of library and education personnel is very different in its aims in one respect. Librarians are trained to keep a neutral stance in the provision of material and information, with regard both to the material and the motives of the user: education personnel make a point of helping groups and individuals to achieve their aims, and often are not impartial in this, quite rightly.

Education personnel seek to influence people

In my opinion it would be incorrect to confuse these two differing professional attitudes; indeed, a good relationship between library work and adult education can only be developed if people recognize each other's individual professional identities¹², objectives and methods as valuable and legitimate. Library work must not turn into adult education work, although the boundary cannot, and should not, always be clearly and sharply drawn.
(De la Court 1974, p.83)

De la Court (1974, pp. 83-84) goes on to concede that it is possible to imagine situations in which the two activities may merge, and where, by virtue of

¹² A point that we shall see emerge in the later chapters of this study in relation to library work with specific adult educational developments.

training or personal bent, the librarian is capable of undertaking educational work. Nor does he preclude the possibility that, in the future, developments in public library work in relation to educational work may make it necessary to cross the boundaries more frequently¹³. He remains sceptical however, advocating a more modest approach.

In the opinion of De la Court (1974, p.84), public library services to adult education need to correspond closely to the way in which this work is organized, and to developments within it. Changes are to be expected arising from the principle of permanent education: informal adult education is the least institutionalised and controlled of all the forms, and adult participants have more opportunities themselves to influence the process than children or young people.

De la Court moves on (pp. 84-87) to look at the various categories of informal adult education work, basing these mainly on the categories outlined in *Functie en toekomst* (1970), and concentrating on aspects of the work which have the most obvious relationships with public library work.

He sees the categories as distinguished by *aim* and *location*.

1) *By aim*

a) *Training and re-training for vocational purposes.*

This is often to do with individual aims, which is reflected in the pattern of library use. Students make independent use of libraries of all sorts. There is no specific public library service to training institutions, and none appears

¹³ He cites work in Germany on independent learning centres (Jüchter, H.T. (1971) *Das Modell eines Selbstlernzentrums*. In *Medienzentren im Bildungssystem*, Braunschweig, pp.107 et seq.).

necessary, although public libraries should pay more attention to the needs of people undergoing training. Improvement should be made to the reference collections, to reading rooms which should be provided with study carrels for individual study, and above all to the personal service aimed at helping students acquire the information they need.

b) *Education for personal development* whether for the development of interests and hobbies, or for greater personal effectiveness. The former takes place mainly in the People's Universities and related institutions, the latter in Folk High Schools, adult education centres and also work organizations, informal organizations and community centres. The public library can support both types by supplying literature and information.

2) *By location*

a) *Local informal adult education work*

High priority is currently being attached to local education work, building on the work of the traditional local institutions, but, under the influence of concepts behind the principle of permanent education¹⁴, organizational approach, method and subjects handled are being looked at differently. More emphasis is being placed on 'vorming' (education for personal effectiveness), relationships with other local institutions and organizations are being looked at with regard to how the work is organized, and the subjects handled are increasingly topical issues in society. This being so, De la Court (174, p. 86) sees the need for the public library to co-operate in local adult education projects.

¹⁴ It will be remembered that experiment projects in permanent education were running between 1972 and 1975. See Van der Velde (1972), cited in Chapter 3 of this study.

The role of the public library in the organization, accommodation and staffing of the project can be discussed: the more the library can maintain its own identity in the project, the more important that role will be. (De la Court. 1974, p.86)

b) *Service to distance education and independent study.*

De la Court (1974, p.88) recognises that in this form of education (correspondence education, Teleac courses, Open School and Open university - should these last two become available¹⁵) students have no institutional support and are dependent for their information and library needs on the library system. This he does not see as a particular problem in the larger cities where there are university libraries and good public libraries, but recognizes that the small local libraries are not adequate to meet these needs. There is a need for better public library facilities in regional centres, and for the upgrading of more public libraries alongside the existing 13 Regional support Libraries. De la Court sees the need in such libraries for tutors whose task it would be to have study material ready for students, and to help them in the acquisition of information. However, he reiterates that he does not see this as a task for librarians. Such provision would require good co-operation between the distance education organizations and the public libraries (p.88).

A policy vision: public libraries and permanent education

As has been said earlier, De la Court (1974, p. 65) felt that there were close similarities between the objectives and function of the public library and those of 'permanent education'. He feels (p. 92) that the multi-functional, multi-

¹⁵ The relationship between Open School and Open university and public libraries is covered in later chapters of this study, dedicated to those topics.

categorical nature of the public library underlines this, and that the inventory of instances of relationships between public library work and adult education given above reinforce this. But:

In addition it has also been pointed out that the fact that the public library is useful to adult education must not detract from the individual identity of public library work. I would like here to go a step further and suggest that the maintenance of that individual identity is fundamental to the best service to education: it is only when the public library can fully develop its own functions that it can provide optimal support to the educational functions in society with materials, learning resources, information and cataloguing and classification systems that are appropriate to the needs of education. (De la Court 1974, p.92)

De la Court (1974, p.2) also feels that it is justifiable for public libraries to use this fact of their usefulness to education to strengthen their own position.

Service to education, therefore, does not mean subservience: education cannot 'claim' the public library as a subsidiary function. (p.92)

The public library has other functions, too, not just service to education. But, De la Court goes on to add, this position is used only in the interests of impartiality in looking at where the public library belongs in a structure of education determined by the political principle of permanent education. He quotes once more the definition given in *Functie en toekomst* (1970). This definition, according to De la Court, distinguishes between aim and means:

...the aim is the independent development of people as individual and social beings; the means is a completely coherent, integrated and flexible structure of provision. (De la Court, 1974, p.93)

Librarians would all fully agree with this aim, but have reservations as regards the means, if what is being proposed is some 'super-apparatus for education' to which all functions and people must bow . Such a principle would also be inconsistent with the aims of public libraries (p.93). However, De la Court recognizes (p.94) that this is not what is proposed in the *Functie en toekomst* definition. What is being proposed is that the various types of education work more closely together, work more flexibly and more effectively. This is something with which libraries can agree, and in which they can have a role (p.94).

De la Court (1974, pp. 94-95) sees this sort of co-operation and integration occurring most readily in population centres of 15,000 to 30,000 inhabitants (small towns, large villages, areas of larger cities). Groupings of this kind contain a reasonably complete array of basic facilities, including a public library. On this sort of scale there can be co-operation with regard to shared premises and facilities, jointly presented education programmes, co-operation between the different professionals involved and in administration. The public library can provide information support to such endeavours, and can also act as a centre for the projects themselves.¹⁶

In population groups over 30,000 co-operation in terms of integration of accommodation and programmes is likely to be less, but will take rather the form of joint planning, professional guidance, and support of local activities (p.97). One might think of team-work between the large city libraries and those of universities and polytechnics to develop structures to support permanent

¹⁶ A point picked up by Van Ommen (1975) as we saw in Chapter 5.

education processes - 'library extension', 'university extension' and distance education could be brought together. (p.97)

The public library as nucleus of an educational centre

In Chapters 3 and 5 of this study reference was made to the *Planningnota* (1972) and its proposals for educational centres. The emphasis on these was to be on showing what was available elsewhere, and on the co-ordination, support and administrative guidance of otherwise independent, traditional provision. De la Court (1974, p. 100) sees this as too limited a role, given the inadequacy of provision in the Netherlands at that time. In his view the educational centres must step into the breach and act as providers as well.

Public libraries were seen in the *Planningnota* as one possibility for the location of an educational centre. De la Court (1974, p. 101) picks this idea up and examines it. Association with a public library would ensure the delivery of information, documentation and learning resources, as well as being easily accessible to a wide public. A problem would be the difference in approach between librarian and educational professional, the librarian still inclined to give priority to general service over education, and to resist the tendency of education to 'claim' the library as an auxiliary service.

Recognizing this problem, De la Court nonetheless considers it worthwhile to examine more closely the idea of the public library as the nucleus of an 'educational centre'

The public library, in his view, can make a direct contribution with regard to materials (learning resources) and the provision of information, though professional expertise in these areas could be improved both by more frequent

referral of users to sources outside the immediate library collection, and by including audio-visual materials (which are already commonplace). Public libraries should also have a role in the production of audio-visual materials. What is needed is an integrated media policy to support educational work (pp. 102-103).

Should the public libraries act as the nucleus of an educational centre, the provision of information would be ensured in principle, but that would place on the librarian the obligation, in consultation with educational staff, of making the available information easy to use for specific activities in the centre - appropriate cataloguing, lists of sources, displays of material, photocopying facilities (p.104).

Other characteristics of the public library also make it suitable as the nucleus of an educational centre.

- It is perceived by the public as a multi-category, multi-functional cultural institution.
- It is already used by the public.
- It is as accessible as the modern supermarket but yet provides personal service.
- It is non-selective and non-directive.
- The strongly institutional form of the public library affords opportunities to strengthen the organizational and administrative control of the centre. (De la Court 1974, p. 104).

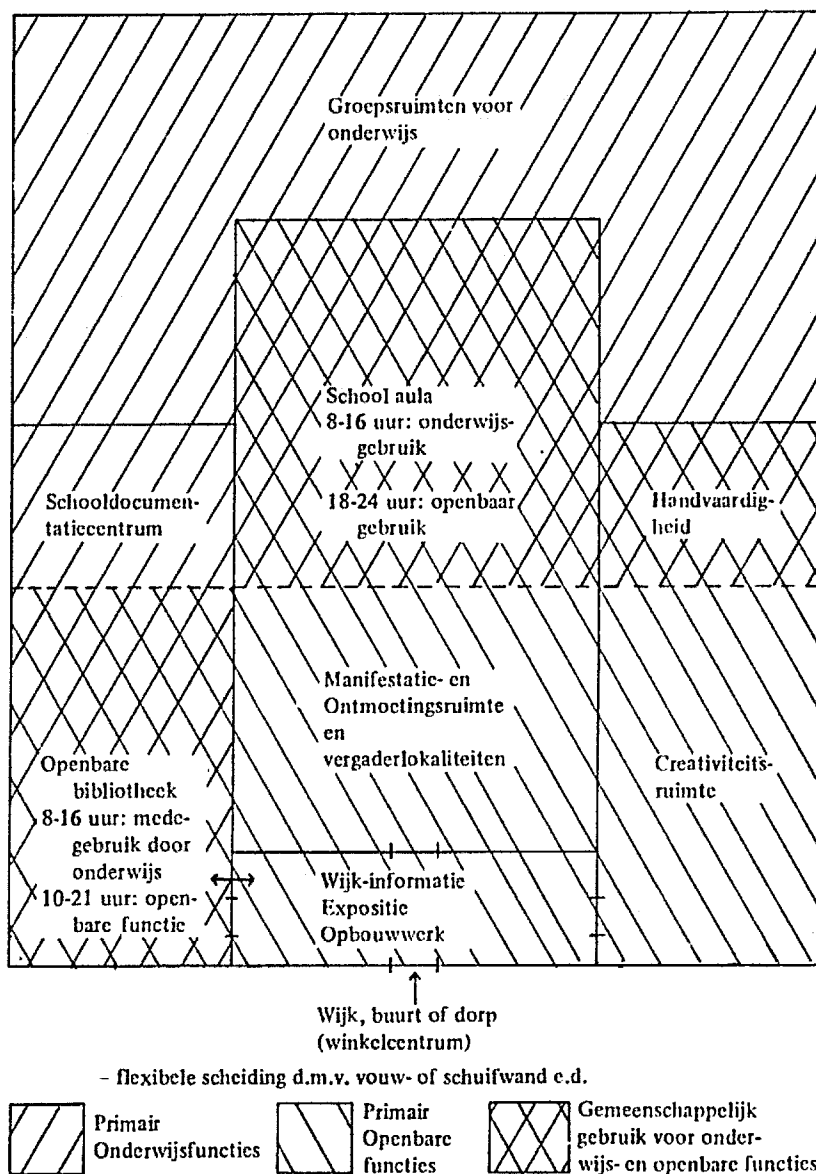
However, De la Court (1974, pp. 104-105) sets out certain conditions.

- The public libraries and educational centres will not become identical - both functions must retain their own identity, and the public library will remain primarily a general public service.
- The public library will not be responsible for the content of adult education activities.
- If the public library places itself at the disposal of an educational centre, the design and terms of reference, and also the management mechanism must be determined by the educational work also.
- Professional staff in both library work and educational work must be capable of effective co-operation, and their own professional disciplines must be preserved.

Appendix I to De la Court (1974) shows a series of schematic models of the functional relationship between public library and educational work on various scales, as shown below.

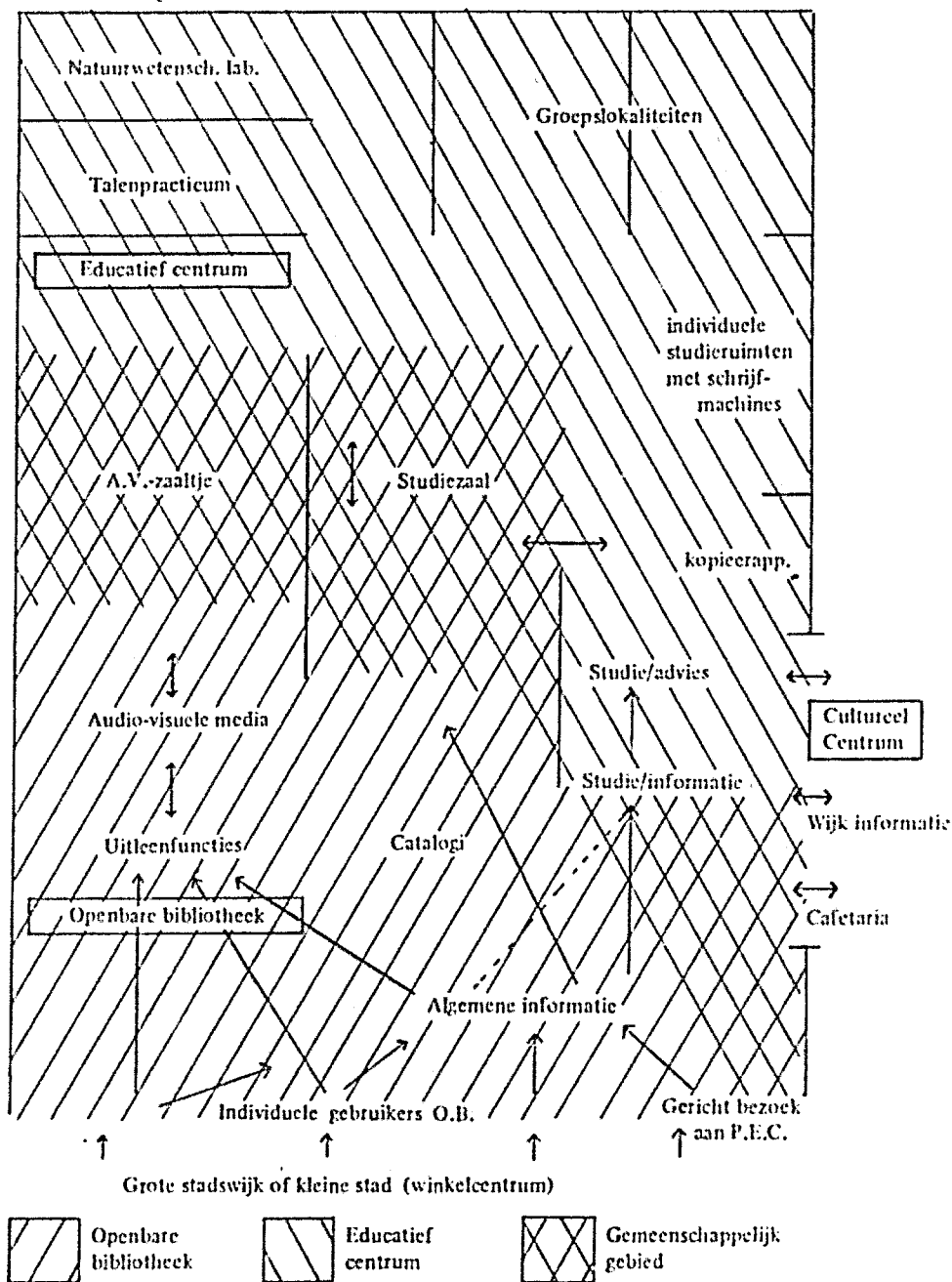
**Illus. 7-9 Models of the functional relationship between public library
and educational work, from De la Court (1974)**

Model 1: geïntegreerde ruimtelijke accommodatie voor basisonderwijs,
bibliotheekwerk, ontmoeting en buurtwerk, creativiteitswerk.
Draagvlak ca. 5000 inwoners.



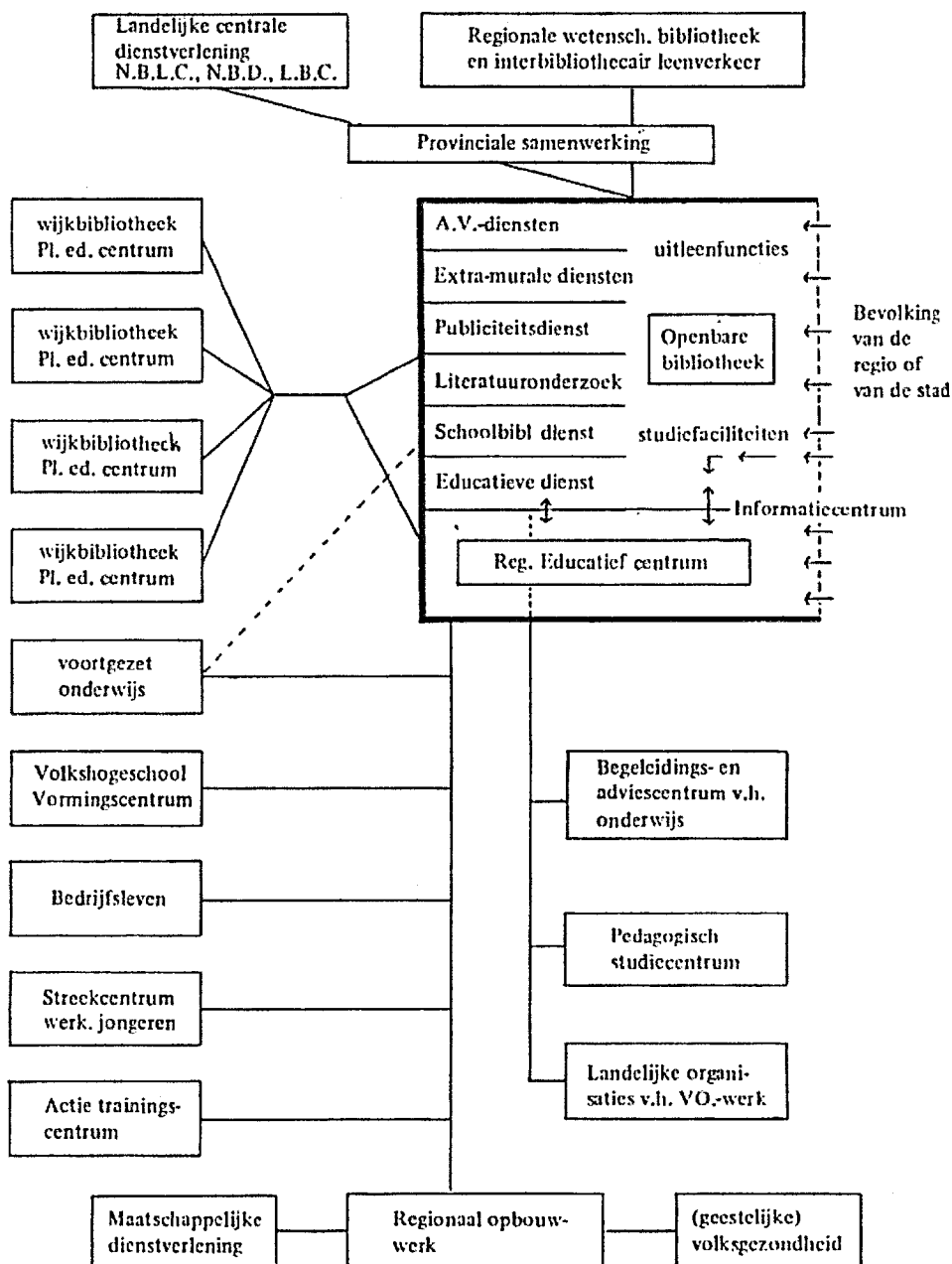
Illus. 7 Model 1: Integrated accommodation for primary education, library, meetings and community work, creative work, for a population of c. 5000

Model 2: Openbare bibliotheek als kern van een plaatselijk educatief centrum (P.E.C.).
 Draagvlak: ca. 20.000 inwoners



Illus. 8 Model 2: The public library as nucleus of a local education centre, for a population of c. 20,000

Model 3: regionale of stedelijke centrale bibliotheek als kern van een regionaal educatief centrum: *relatieschema*.
 Draagvlak: 100.000 – 200.000 inwoners



Illus. 9 Model 3: Regional or city library as nucleus of a regional education centre:
 relationships diagram. For a population of 100,000 – 200,000

Individuality but not isolation

In a final comment on his publication De la Court (1974, p.121) refers to a certain ambivalence in what he has been saying with regard to more involvement in educational work and the need to maintain the individual identity of the public library. He makes it clear here that the matter in hand is the *functional* identity of the library, and not the kinds of institutional identity that will lead to isolation.

He cites the passage in the Memorandum in reply to the Public Libraries Bill (referred to earlier in Chapter 4 of this study).

It is a fact that public library work has its own identity, with its own method and professional techniques, which can only be carried out by professionally trained people, with its own rules and norms, needs and criteria, which arise from that identity. At the same time, this work is tangential to other forms of work - both within and without the sphere of so-called welfare work - in relation to which it has an important support role, and with forms of work with which it stands in a single line, by nature and function. Therefore it will form part of our future information, education, and social-cultural system. (*Memorie van antwoord* 1974, p.5. col. 2).

This, according to De la Court, is the view that leads the Secretary of State to defend a separate Act for public libraries, rather than to integrate them into future legislation in the welfare sphere, yet to leave open opportunities for cross-connections at a later date with other elements and activities in the welfare sector. De la Court (1974, p. 121) sees this political choice as a sensible one; a government that is truly concerned to serve social and cultural welfare must first aim to let elements, which together make up the necessary infrastructure, develop their own identity, rather than place them 'in the strait-

jacket of a somewhat ideologically loaded vision of what is considered to be social and cultural welfare.'

This functional identity can best be guaranteed by separate legislation that can make the so-called 'soft' functions 'hard'. Such a form of legislation gives the functions the necessary social and political standing to work confidently towards a coherent welfare policy. (De la Court 1974 (pp. 121-122)

It therefore follows, in De la Court's opinion (p. 122), that at the same time there needs to be separate legislation for the welfare sector with which (next to schools) public libraries must co-operate most closely, namely work with the education of adults (including young adults). Such legislation need not lead to fragmentation, as has occurred in education in the past, new legislation would be made in a different period and a different climate, with the desire for coherence central to thinking.

It has been necessary to examine this work by De la Court (1974) in considerable detail as it is of such importance, an importance and relevance which we have seen was quickly picked up on by the educationalists and politicians (see Chapter 5).

It is a thorough and well-balanced consideration by an eminent librarian¹⁷, of the role of the public library and the part it can play with regard to new thinking in the 1970s regarding education, and, of particular interest to this

¹⁷ **Biographical note:** Wim de la Court, b. 1927. For some time Library Adviser (particularly concerned with rural libraries) with the Centrale Vereniging voor Openbare Bibliotheken (Central Association for Public Libraries). From 1964, Director of the Public Reading Room and Library in Amsterdam.

study, the education of adults. A superficial treatment could only too readily lead to misunderstanding of De la Court's thinking.

Just as legislation concerning public libraries was still under review at the time, so was the discussion surrounding the objectives of public libraries, as we saw in the previous chapter of this study. De la Court makes a plea to librarians:

In general I want to make a plea that, conscious of the individual identity of their work, aims and objectives, librarians remain prepared to discuss that identity and do not see it as a goal in itself. (De la Court 1974, p. 120)

Frans Stein

In 1975 the NBLC announced that its training and communications section was to establish a work group to prepare a report on 'the place of the public library in welfare work as a whole', and to make suggestions for the job description for a socio-cultural assistant, to be appointed in 1976. A provisional Socio-Cultural Work Group was set up in June 1975, comprising library professionals from various parts of the country (including Wim de la Court), together with social and cultural work professionals, and with Frans Stein, head of the NBLC training and communications section acting as secretary.

In the course of its deliberations the group considered the 'status' of the report and the degree to which individual members should be associated with it. Because of the complicated nature of the matter, and the fact that socio-cultural work was subject to change, including changes in objectives, members felt unable to commit themselves. The secretary would bring out the report

under his own responsibility, and it would be presented as a document for discussion (Stein 1977a, p.6).

After an analysis of some of the confusion around terms employed for various aspects of the education of adults Stein (1977a, p.8) comes to the conclusion that the question to be addressed by the report is public library support and provision to the whole field of education for adults, and, in addition, because public library work is local work, the place and function of the public library in a local educational network¹⁸.

Stein then moves on to attempt a definition of education and educational work (pp.9-10). In his definition *education* includes informal education and training, and also non-institutionalized but systematic individual learning which brings many people into libraries - conscious learning, but by people not attached to any institution.

Educational work supports education, but Stein points out (p. 13) that according to the NCVO (1972) categorization, although public libraries belong in this category, supporting education, they also carry out educational activities in their own right (lessons in library use, lectures etc.). Going on to look at where the public library sits in relation to education, Stein (1977a, p.14) opens with the statement that public library work has both a general and a supporting role - general in that public libraries must be available everywhere, to everyone and have a rounded collection: supporting in that through the materials they provide they can help people learn. Yet these materials are also for recreational purposes.

¹⁸ It will be remembered that Frans Stein was a member of the Committee for the Development of Local Educational Networks, referred to in earlier chapters.

Public libraries are about providing material for information and recreation. (Stein 1977a, p.14)

With regard to support to educational work, or rather, in his words, to other forms of educational work, Stein (1977a, p.14) points to how broad the library's function is, just how much it encompasses, but stresses that the majority of public library users are individuals, not organizations or associations.

The library user is the perpetual student, the person pursuing a hobby, the person who loves reading, the cross-word maniac, the connoisseur, the person who knows nearly all there is to know, the sympathiser, the devourer of news. In general, people for whom the word 'education' has very different meanings (if it has any meaning at all). (Stein 1977a, p.14)

At the time of writing his report Stein (1977a, p. 15) sees the public library as catering mainly for the needs of individual users, but refers to the increasing requirement for more work to meet the needs of organizations and groups. He acknowledges the fact that public libraries will not be truly 'open' to all until more people can be made to feel they are relevant to their situation, and can overcome their qualms about using them. Just as in the past there were times when public libraries and informal adult education were in step with each other, and recognized as related in their work (as we saw in Chapter 4 of this study and the early part of Chapter 6), so, in the late 1970s, there is a growing feeling that:

...the public library has a central role to play in local society and can mean more than it has done hitherto. (Stein 1977a, p.15)

Co-operative projects demonstrate initiatives from both sides to join forces and provide better service to the public (p.15) but no exact answer as to how this can be achieved has yet been found, and Stein expresses the hope (p.16) that his report and the ensuing discussions may provide some help in this.

However, some characteristics of co-operative projects (many of which will by now have a familiar ring to readers of the present study, and which will recur also in later chapters), can be listed:

- joining forces in activities;
- topicality and accessibility of materials, in particular topical ephemeral materials such as pamphlets and newspapers which may also be seen as less threatening;
- the use of audio-visual materials, again seen as less threatening, and also useful for people with reading difficulties;
- methods of information transfer, in particular methods and techniques which will bring the information closer to the use. In this help is needed from the educationalists, and in the context of group work may require further training for the librarians. Instances cited by Stein (1977a, p.17) are training in clarifying users' questions, helping the user to choose materials, teaching others to evaluate materials¹⁹.

The educational nature of public library work

Stein (1977a) has already referred to the fact that public libraries undertake educational work in their own right. This work he now sums up as teaching people how to use the library - the catalogue, location of materials, requesting

¹⁹ These matters are, and were at that time also, part of the everyday work of librarians in educational establishments in Great Britain (tutor librarians), but not so in the public libraries. They had to be addressed by those involved in the Adult Independent Learning project in the USA (see Mavor et al (1976)).

material. Stein points out, however, that this is really only of use to people who are convinced library users - the task confronting public libraries is greater. Librarians need to attach more importance to getting people to understand what reading (and watching and listening) can do for them, to see the differences between the various media and to learn how to use materials critically. This can be done directly, by contact with certain groups, pointing out the potential of the library in general terms, or indirectly, by approaching those who work with the groups, showing them what the library can do both for themselves and for those they work with (pp.17-18).

Consideration for users is, according to Stein (1977a, p.18) a basic tenet of public library work, and the *raison d'être* for the employment of the technical skills of the librarian (cataloguing and classification etc.). As one moves beyond these into the making available of information, the librarian comes closer to the public, and the educational task of the library becomes easier to see.

Publications from other sectors tend to depict library work as specialist work with its own identity, but with adult education as a subsidiary aim (p.18).

Speaking in terms of 'permanent education' Stein (1977a, p.18) sees an important role for public libraries as an educational facility. He refers to the recently drafted public library objectives (Bruyns 1976, p.7) which see the public library as supporting permanent education by working with other agencies to further the processes of emancipation, and doing this by means of its own specialism - guidance in information.

It is precisely this guidance factor that Stein (1977a, p.18) sees as educational work.. It requires an active approach:

Good library work does not end with the supply of materials, or even of information. From the fact of dealing with people arises the requirement that the information should reach the right

place, the person asking for it, and in an appropriate manner, on the right wavelength²⁰. (Stein 1977a, p. 18)

The educational function

Summing up the educational function of the public library Stein writes:

The public library is a basic provision, in its own right (accessible to everyone) but specially in relation to educational work. Education is defined as 'organized education, training, and informal adult education'; educational work is aimed at furthering and supporting this process. Educational work uses certain methods, techniques and resources. Education means getting information, acquiring skills, improving attitudes.

It is of vital importance that the public library is as aware as possible of the materials²¹ needed for this, and has them available. Adult education work develops very few of its own materials; the work is dependent for the main on materials available elsewhere. The public library, then, is the obvious institution to call on. Therefore its collection must be up to date and representative of the whole cultural field. The public library has an information function which is broader than that of any other information organization....Its general character makes the public library an obvious entry point to local information provision. (Stein 1977a, p.19)

The public library is a support centre for 'permanent education', which Stein recognizes as by 1977 being a slightly outmoded term, to which he prefers 'the

20 British public librarians will recognize here an old adage - the right book, to the right person, at the right time

21 The question of materials is one which surfaces again in later chapters dealing with special contexts.

education of adults'. More than any other institution it is the means of connecting the different aspects and forms of education, which was the idea behind the concept of 'permanent education' (Stein, 1977a, p.22).

Implications for public library work

In the third section of his report Stein (1977a, p.23) moves on to consider the implications of the foregoing for public library work, and whether recognition of the library's direct and indirect roles in education entails drastic change for the public library. The conclusion is that it does not (particularly given the history of public library work²²), but that in the contemporary situation some shift in emphasis is needed.

- The public library will need increasingly to direct itself towards new groups of users, without prejudice to individual users. The groups concerned are those with inadequate previous education, to whom attention is being paid in the context of opening up opportunities, in, for instance, the Open School and educational networks.
- In dealing with these, librarians will need to pay more attention to the 'human' aspects of the work: the recognition of real need, leading discussions, taking part in group activities, and paying particular attention to those who are not used to using printed material (p.24).
- Working with groups will make co-operation with other types of work a necessity, as well as entailing additional expertise. Educational work with

²² Which readers of the present study will have had the opportunity to consider in earlier chapters.

adults needs to be a seamless process, which means that librarians and study leaders or counsellors need to understand each other (p.24).

An important consequence of the fact that the public library has its own role to play in educational work is the re-evaluation and definition of its own task and function. These appear to need more than the traditional expertise to fulfil them. (Stein, 1977a, p.24)

The role of the public library in the context of educational work is most clearly expressed in the information function. As the Open School, and other forms of education for adults are extended, demand on public libraries will increase. Given the set-up of the Open School, the need will be mainly for topical information material, material that can be worked on on the spot. The need for audio-visual support will also increase... The public library will need to develop into a proper resource centre, meeting the wishes of both teachers and students, as far as images and sound are concerned. (Stein 1977a, pp. 24-25)

- If public libraries seriously wish to meet the needs of the educational field, management will need to be active and include representatives of people working in the field. Input from library users is also desirable (p.27). The establishment of local educational networks in the future will entail involvement in the various planning phases, and acceptance of responsibility for educational activities. At the time of writing, Stein (1977a, p.28) understands that public libraries are required to be involved in the planning of 'welfare work' for adults qualifying for finance from local authorities, and similarly, under regulations for state subsidies for informal adult education and socio-cultural work. This will mean that librarians will be obliged to plan activities and set priorities. Local authorities and other institutions and organizations concerned with the education of adults will need to be made

aware of the fact that public libraries wish to play a central role in the provision of information at local level. Good public relations will be required (p.28)²³.

- In the context of local educational networks and the associated educational centres, the division of responsibilities will need to be looked at. These are responsibilities (pp.28-29) with regard to:

- 1) the development of materials - a place for a library staff member in curriculum teams, for instance;
- 2) making study and support material available, a joint responsibility with the educational centre staff;
- 3) assisting students in the use of materials.

- There needs to be greater practical support for public libraries at the national (i.e. NBLC) level. For instance, the NBLC, in conjunction with Open School staff, could put together book lists on topics to be covered in Open School courses. This work could be co-ordinated by the training and communications division, responsible for the relationship between public library work and socio-cultural and educational work. It can fulfil this responsibility in the following ways:

- 1) discussion and representation on committees and workshops;
- 2) provision of documentation and information relating to the education of adults;
- 3) the establishment of a new department for social-cultural and educational work, to strengthen the support NBLC can give to local libraries (pp.31-32).

²³ c.f. the points made by Roessingh and Hajer in Chapter 5.

Defining the relationship

De la Court's seminal work was published in 1974, a year before the 1975 Public Libraries Act came into force. As he says (De la Court, 1978a, p.140), since that time discussion had been going on over the relationship between library work and educational work. His article reviews the latest developments.

With regard to the NBLC discussions on aims (NBLC 1979), it was clear in his view that people had opted for 'one *and* the other', i.e. both basic tasks and active service to groups, which would lead to more equal opportunities, and not for 'one *or* the other' (De la Court 1978a, p.140). It was also clear to him that many people were of the opinion that the basic activities of public library work included a considerable element of work supporting educational work (provision of materials and information to individual participants), and that there was agreement for active support of adult education, as had been going on for a long time with regard to schools. What was new, in his opinion, was the number of new forms of educational work with adults that had been developing in recent years - Open School, Educational Networks etc. Public libraries had shown as positive an attitude to this work as they had to work with schools. (Some examples of their involvement are to be found in later chapters of the present study). Slowness in developing service to these forms of education for adults was due largely to the fact that the new forms of work were not entirely clear - many were 'pilot projects', 'experiments', 'spontaneous activities', with lack of clarity as to structure and also with financial uncertainty (p.140).

Another factor was that librarians saw their basic tasks as more concerned with organization and service to individuals, than as with the transfer of knowledge to groups (educational work) (pp. 140-141). Bridges needed to be

built to make librarians more aware of the needs of educational work, and to make educational workers more aware of the public library. Hence the setting up in 1975 of the NBLC Work Group to examine the role of the public library in welfare work, which had quickly changed its remit to examining the 'educational function of the public library' (Stein 1977a, examined above in this study), which was to be discussed in the course of 1978.

Meanwhile De la Court points out (1978a, pp. 141-142), other things had been happening also: the Public Libraries Act had come into force in 1975. Many municipalities had extended their work, sometimes in anticipation of the Act, the introduction of free library service to young people had led to increased demand from both children and adults.

De la Court (1978a), p.142) sees two main reasons for the problems - severe economic downturn at a time when library work was increasing enormously, and structural problems in the Act itself. He refers (p.142) to the 'sorcerer's apprentice' effect of the new legislation, and panic on the part of the Ministry of Culture, Recreation and Social Work to try to control this - this is what he sees behind the recent suggestions of CRM for revision of the Public Libraries Act to set priorities more in the direction of 'support to education' possibly at the cost of the 'recreational function'. However, in his opinion, the Ministry's suggestion is based on a complex of misconceptions (p.143) to do with educational and recreational library materials and services, whereas in reality these are usually not clearly defined or distinguishable, and are determined by the user, often unconsciously. He also points (pp. 143-144) to a flaw in government thinking. To prioritise heavily in favour of support to education at the expense of recreation (in government terms) would be to accentuate highly labour-

intensive tasks for small groups, at the expense of less labour-intensive tasks for very large groups - not a good economic proposition.

De la Court (1978a, p. 144) believed that there were better ways of controlling costs and expressed the hope that, in discussion with the Ministry, this could be done without sacrificing any aspect of the work. Considerable support was already being given to education, in spite of opposition.

On 28 May 1978 the report on the educational support function of public libraries (Stein 1977a) was publicly discussed, and the introductory address was given by Wim de la Court (1978b). De la Court (1978b, p.199) opposed Stein's definition of public library work as educational work (Stein 1977a, p. 20), saying that he saw the public library solely in a supporting role, which was, admittedly an extension of the library's normal activities, but must not replace these. That is not to say that De la Court thought that educational work was unimportant, or that it should be given only low priority, only that it should not be detached from the basic tasks.

I would like to ask that we should give support to educational work high priority without taking anything away from the basic tasks. I would maintain that we can do this if we organize work in a more rational manner, and pay more attention to training.
(De la Court 1978b, p. 201)

De la Court (1978b, p. 198) referred to some nervous and critical reactions of colleagues to the report²⁴ and stated that he believed these to be not just to do with the content of the report, but also the timing. It could create the

²⁴ We should remember also that the Work Group members had chosen not to be identified with the end-product of their deliberations, and to have it published as a discussion document under the Secretary's responsibility.

impression that in library circles, too, people were thinking along the same lines as the Ministry (CRM) in its plans to revise the Public Libraries Act - namely that greater priority should be attached to the 'educational' function' at the expense of what the Ministry called the 'recreational functions' (p.198).

De la Court (1978b, p.199) had no quarrel with the definition of Stein (1977a, p.14) that the public library has a 'general' and a 'support' function, but found it more logical to use the term 'support function to education' rather than to describe the library's role in this respect as 'educational work'. This would also be safer politically.

We librarians...have always been good at identifying our aim with other activities when it suits us politically. Thus in the late 60s and 70s we identified our work with 'information' because government was attaching so much importance to freedom and openness of information...In the same way, when Meijer was Secretary of State, it seemed opportune to identify with educational work. We may pay heavily for this sort of opportunism. Because it gives government the chance to latch on to our partiality in the way we express our aim, in order...to steer it in terms of content, and to further the fulfilment of priorities set by government. And let us make no mistake: in a time of economies, setting priorities all too soon becomes doing one thing at the expense of another. (De la Court 1978b, p.199)

A political aside

Reviewing the two key works (De la Court, 1974, and Stein, 1977a), in *Open Leo* van Ommen (1978) comments as follows on the debate:

...it has to do with the concept of 'individual identity'. Put simply, it is a matter of discussion between those who see public library work primarily as a service institution principally to meet the needs for general information, and those who see the public

library as *one* of many institutions for adult education and recreation, aiming at as wide a public as possible (to quote De la Court). Reading this, I can but conclude that the concept of 'individual identity' is relative. In both instances the library shows its individual identity, it is merely working with different resources, different methods and a different aim. (Van Ommen 1978, p.138).

However, he goes on to point out that, although both De la Court and Stein favour active participation by public libraries in the education of adults, there is a difference in emphasis, Stein (1977a, p.18) speaking of 'active involvement', and De la Court emphasizing 'active documentation'. This is not just a semantic game, but arises from a different policy approach (Van Ommen 1978, p.138). Van Ommen believes that Stein is right, and hopes, (pp. 138-139) that in a few years time De la Court will be persuaded to think along the same lines.

Van Ommen (1978, p. 137) is particularly impressed by Stein's statement (Stein 1977a, p.28) that the requirements in the proposed Welfare Act, and recently passed legislation for adult education (*Rijksbijdrageregeling vormings- en ontwikkelingswerk*) will involve public libraries in drawing up plans for adult education work, and the setting of priorities both within their own institutions, and in conjunction with other institutions.

Such participation assumes in librarians good knowledge (and good use) of local social and political relationships - and hence abandonment of the '*ivory-tower stance with regard to politics*'²⁵ (Stein 1977a, p.28).

Given the changes that have been taking place in the education of adults, Van Ommen fully supports Stein (1977a, p.18, cited above) in his view that good

²⁵ Italics are those of Van Ommen (1978, p. 137).

public library work is a matter of getting the right information to the right person at the right time, cited above. This view Van Ommen (1978, p, 139) sees as mirroring the changes which have been taking place in the education of adults, with more emphasis being placed on individual needs.

The Open School, Local Educational Networks....have not come about because Messrs Van Kemenade, Veringa, Van Doorn, Meijer, Roessingh and many others simply wanted them. It is a matter of Stein's 'person asking' and 'his wavelength'. (Van Ommen, 1978, p. 139)

When resources are limited, Van Ommen continues (p. 139), priorities have to be set, but avoiding setting priorities is sometimes seen as a means of avoiding embracing change. Van Ommen expresses the hope that the NBLC provisional Work Group, which refused to take responsibility for a new vision and left it to Stein, may be able to get to grips with some of the practical suggestions.

The 1980s: Refining and embedding the role

By June 1978, as we have seen earlier, at the end of Chapter 6, discussion surrounding the aim of public libraries had drawn to a conclusion with the issuing of the NBLC report (NBLC 1979), in which, although it was clearly defined as a service institution, no distinction was made between what it supported - recreation, education, other needs and activities. However, there was clear evidence of social commitment, and the role was not seen as entirely passive. Work continued in the 1980s on defining and refining the role with regard to supporting adult education, echoes of which will be found in later chapters.

A position paper by M-A Hulshoff (1980) of the NBLC Professional Development Department, has the following answer to the question of why public libraries

should co-operate with educational work. Educational work is concerned with helping people acquire the attitude, knowledge, insights and skills they need to influence their own position. The extent to which people can do this depends on their ability to use information. The library is an important source of information, so they need to know how to use it. Many people (those in a weak position in society for social, cultural or economic reasons) are unable to do this. Often there are no suitable materials. It is important for librarians and educational workers to co-operate in developing criteria for materials, with a view to getting suitable material published, and to ensure that people are given the help they need in learning to use information (Hulshoff 1980, p.1).

However, responsibility for teaching lies with the educational workers. The librarians' task is to make suitable material available in the right way, and to show learners how to find their way around the library and help them find materials. Feedback obtained from tutors can be used to adapt the 'normal service' of the library for individuals and groups (p.3). Hulshoff (1980, p.23) goes on to mention experiments taking place in libraries from 1970 on (e.g. North-Holland Provincial Central Library, Tilburg, Groningen, Amsterdam, Enschede, Gouda etc.) - some of which we shall come across in later chapters of the present study.

The nature of the co-operation and the manner and measure in which it takes place varies from library to library, and depends on the vision of the work, the policy and priorities with regard to personnel, finance and space locally, and not least on the expertise and effort of the people working on it. This applies both to the library organization and to the educational

organization and/or tutors involved in co-operation. (Hulshoff
1980, p.4)²⁶

A number of problems, on both sides, are identified by Hulshoff (1980, p.5), most of which we shall come across in later chapters of this study. One of the functions of NBLC is to support local library work. *Training needs* (p.6) identified in connection with support to adult education were taken on board by the Professional Development Department. Also, as we shall see in the later chapters, work was undertaken on the development of *practice-theory*. As far as *materials* were concerned, the NBLC provided booklists and files of information for topics of current interest, handled the purchase of Open School materials and was increasingly alert in providing information on materials to libraries. Someone was to be appointed (p.7) to look into the provision of new material to fill gaps, and information was regularly provided with regard to developments in adult education.

In concluding her paper, Hulshoff writes:

The most essential criterion is that there is an open attitude
towards co-operation at local level, among both educational staff
and librarians. (Hulshoff 1980, p.7)

The Library Advisory Council

Referring to the numerous developments in the education of adults in recent years, and the role of government in this, the Library Advisory Council (Bibliotheekraad 1980b, p.1) notes the effect these developments are having on public libraries in terms of demand for support, and the dilemma of how to deal

²⁶ c.f. COS (1979) cited at the end of Chapter 5.

with new demands while still maintaining services to other groups and individuals.

It sees co-operation between educational work and public library work as stemming naturally from the aims of both types of work, but regards the public library mainly as an information broker (p.2). The seventh report of the Committee for the Development of Local Educational Networks (CBPEN 1979c) had seen public libraries as fulfilling the role of information support. In response the Library Advisory Council brought out this interim report²⁷ to draw attention to a few of the problems with regard to co-operation in providing support (to do with collection, personnel and training²⁸, buildings and finance, and the division of labour) and to make recommendations. It was sent to the Secretary of State for Culture, Recreation and Social Work, and the Ministers of both Education and Science and Social Affairs.

In 1983 the Library Advisory Council established a committee specifically to examine the support role of the public library, and in 1984 a report on this subject was brought out (Bibliotheekraad 1984b), which was sent to the Minister of Welfare, Public Health and Culture, together with the Ministers for Education and Science, Agriculture and Fisheries, and Economic Affairs, as well as to the Secretary of State for Home Affairs, and the NBLC among others. The covering letter states:

²⁷ The Committee which prepared it, via the Council's Public Libraries Section, included Wim de la Court and Karel Roessingh.

²⁸ The tenth report of the Committee for the Development of Local Educational Networks (CBPEN/COS 1979, p.93) had meanwhile recommended extra training for librarians.

The Council considers the support function to be very important, considering that stimulation and improvement of the use of information by groups and individuals will contribute to the alleviation of lack of knowledge. The function is still being developed with some groups, so that allowances must be made for the fact that there will be further growth. The Council hopes that it will remain possible for libraries to pay attention to this form of service, which is considered as an essential part of library work. (Bibliotheekraad 1984b)

The Council makes the point (p.17) that the legislation for, and financing of, this support function should be within legislation for public libraries.

The NBLC

Some of the problems facing libraries in the late 70s and 80s have been touched on already, and it has also been pointed out that politics were playing their part. It is useful at this juncture to pause for a moment and consider more closely, albeit briefly what was going on. In 1983 the NBLC brought out a policy document (NBLC 1983) which did just this. The nub of the problem was that stringent economies were being called for on the part of government, at a time when library use had increased significantly, as a result of previous cultural and political visions. These visions now seemed to be being forgotten. Moreover, the move towards decentralization also threatened public libraries, since for the past 60 years library policy had largely been determined centrally, with the result that there had been little need for policy formulation at local level. In the light of the above, the report aimed to denote which aims and functions of the public library should be maintained at all costs, and the conditions, means and structures which would enable that, and possibly more, to be achieved.

Five forms of service are identified (p.18), of which two fall within the 'support to education role' being:

- getting groups who, for reasons of social, economic, cultural and educational disadvantage have made no demands on libraries, to recognize their needs;
- supporting social, economic, cultural and educational institutions and organizations who have information needs for their own functions.

With regard to the matter of the repeal of the 1975 Public Libraries Act, the report realized that this would totally change the position of public libraries, but stated that it had gradually become accepted in library circles that the motives for change towards local regulation of local matters were based on furthering democratic principles rather than on lack of concern for these matters. Therefore librarians had come to feel that it would be more fruitful to see how public library work could best be handled within the Welfare Act, than to try to maintain the Public Libraries Act against the flow (p.30).

Public libraries faced enormous changes: changes in the provision of information, in the demand, in the techniques, in the legislation, in the financing of the work. These changes were happening quickly, and threatened to 'fall over each other'. Public library work was existing amid increasing uncertainty and sometimes it seemed as if there were panic reactions. This uncertainty showed itself, among other things, in the constant revision and questioning of the aims of public libraries. That was a bad thing: if there was one thing public libraries could be sure of, it was the broad recognition of their aim in society and culture (NBLC 1983, p.41).

Let us remind ourselves, for a moment, of the educational context in this period. In 1981 the *Beginseleennota* (O & W 1981) had appeared, setting out the basic elements of adult education policy. Meanwhile the 'projects policy' period was underway, with projects on the Introduction of Open School Methods, Literacy Work, Education for Minorities, Educational Networks, all co-ordinated by the Co-ordination Projects. We shall see libraries reacting to some of these in Chapter 10.)

In September 1983 the three 'Mainlines' reports (*Hoofdlijnen notities*, O & W 1983) came out, which included the report on Adult Basic Education. As well as changes being proposed in legislation for libraries, changes in legislation for the education of adults were also in the pipe-line (*Initiatiefwet/Kaderwet*). All of this had implications for libraries, or, more particularly, for their services to adult education.

At the end of 1983 the NBLC established a Work Group on the Education of Adults:

- to stimulate and critically monitor NBLC activities with regard to the education of adults;
- to look into how services to adult education projects could be integrated into normal library work.

The NBLC Adult Education Project was established, with the support of this group, and ran to the end of 1986, with a subsidy from the Ministry of Welfare, Public Health and Culture. Its aim was to improve NBLC support to local and regional co-operation between public libraries and adult education. A series of reports were produced (NBLC 1984b, 1985, 1986). NBLC support to adult education did not end with the end of the subsidy, and many of the activities

started in the projects period were integrated into NBLC departments and services.

In January of 1987 a discussion paper was prepared within the NBLC on the topic of library services to adult education (NBLC 1987), to assist the process of integration. Summarizing the position in 1986/1987, the paper sees most libraries at that time directing their support mainly towards adult basic education. This choice is influenced by government policy, and/or fits well with public library objectives (attention to disadvantaged groups). Other important areas of adult education, such as daytime evening classes for adults, lower level vocational education, informal adult education, and artistic or cultural education appeared to get much less attention from libraries than they deserved (NBLC 1987, p.4).

The paper goes on to state that libraries had their own objectives, which were influenced by existing legislation and the aims for public library work accepted by the meeting of NBLC members in 1978 (NBLC 1979), and that no general aim for services to adult education had been laid down in 1987 (NBLC 1987, p.5.) Any such aim would have to take into account, for example, library legislation, legislation concerning priorities in education policy, adult education legislation, the policy on minorities and the local situation (municipal and local library policy). But a vision for services to adult education was needed, to provide a general framework for the development of such services. Services to adult education must be based on structural co-operation between libraries and adult education, with recognition of the expertise of both partners (p.5). A number of activities and possible outcomes (for libraries, learners and adult education work) are outlined. In order to work effectively, both libraries and the educational field must include co-operation in their policy, must systematize practical experience, separately and jointly draw conclusions and

adapt the work accordingly. Tasks are analysed at local, regional and national level, and a matrix is provided.

The aim of a more systematic approach is the eventual integration of this form of service into the total service package of the library organization. (NBLC 1987, p.7)

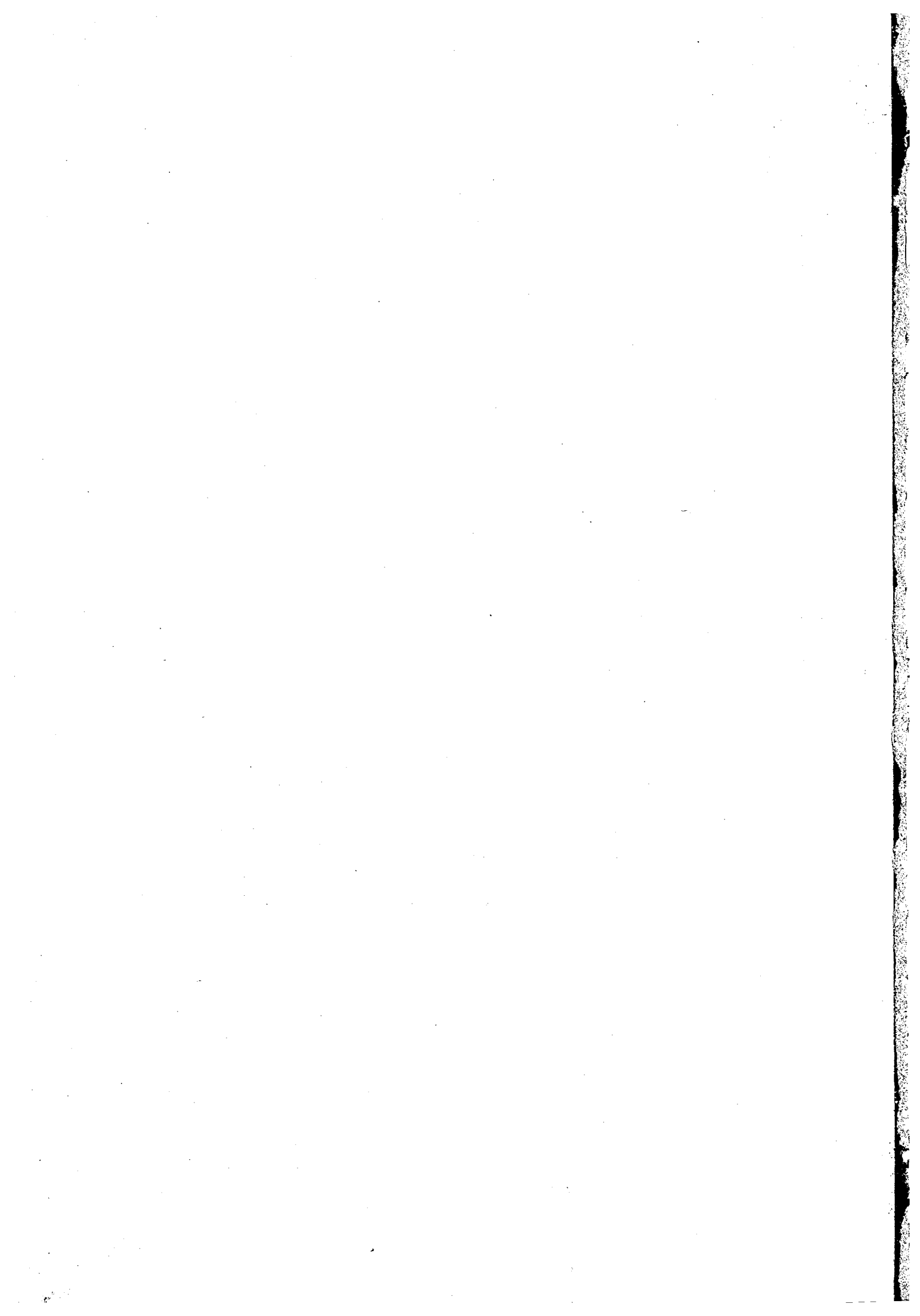
By translating experiences [of services provided to adult education] into normal services, eventually an adequate pattern and standard of service will be provided, which will strengthen the educational role of the library. (NBLC, 1987, p.6)

In 1990 a further paper was prepared on the educational support role of public libraries (NBLC 1990), within the Work Group on Educational Work. Its aim was to develop a vision and policy for support to education, defined as:

- schools;
- social and cultural work, including education for adults;
- the support structure for the above.

The paper picked up the need for a general framework for the support function, identified in the 1987 paper with regard to adult education support, and for the need for such a service to be integrated into general library policy. The nature of support, the network of libraries and financial aspects are outlined, but this is not the place to go into details. For the purpose of the present study, the significance lies in the fact that the point is made that library services are for individuals and groups. Support to education is aimed at groups, and intended for all forms of education and the education of adults. The emphasis in this function is on advice, guidance and instruction in the use of information, in support of the aims of education and adult education. It is a proper function of public libraries, and should be part of their normal tasks, but it works best where there is structural co-operation with the educational partners.

The above is a clear statement from the professional body for public librarians that libraries have much to offer and that the educational support function (including support to adult education) is legitimate and should be taken seriously. According to Frans Stein (1996), in a letter to the writer of this study, the matter of 'the educational role' was not pursued any further, and from 1990 efforts were directed at incorporating it into normal public library work, as had been done with other forms of special services.



**Adult learners, educational change and public
libraries in the Netherlands, 1969-1991**



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8 The Open School and libraries

This chapter aims to pick up and examine in more detail the development of the Open School and the thinking about the role of libraries in this context.

We have seen in Chapters 2 and 3 how the concept of 'éducation permanente' was adopted in the early 70s as the vehicle for bringing about change in policy and provision for education, and reference has been made to the policy of the Den Uyl cabinet (1973-1977) with regard to the redistribution of knowledge, income and power. As a result of the spread of the new media, we have also seen pressure coming for their use in the widening of educational opportunities in the government *Memorandum on educational broadcasting* (CRM and O & W, 1971) and the *Agora Congres* (1972), and calls for both an Open School and an Open university, following the model of the British Open University.

On 25 June 1974, it will be recalled, the Open School Committee was established to offer second chance and second way formal and informal multi-media education at secondary and tertiary levels to young people and adults from all groups of the population, but secondary level and informal adult education were to have priority.

In 1975 the first Contours memorandum (Contours memorandum 1, 1975) had attempted to sketch an integrated picture of education in the future, bearing in mind that reforms in any one sector or type could have implications for other sectors and types, that the concept of 'life-long learning' was making more urgent the need for a coherent education policy, and that priorities would have to be established as both manpower and funds were limited (p.3). The proposed Open School was seen as the 'coping stone' of the new educational structure

(p.76). People would need to go on learning throughout life, beyond the end of statutory education, and for this they would need access to appropriate facilities.

To guarantee that these facilities are to be provided in a systematic manner, there is to be an Open School. (p.76).

Education for adults must be an extension of the education offered in schools, providing a broad spectrum of facilities, including facilities for the development of social skills and opportunities for self expression. Two elements are envisaged in the memorandum: formal teaching (or training) and informal educational activities ('onderwijs' or 'scholing' and 'vorming') (p.77). There must be opportunities for 'second-chance' education for those who, for whatever reason, did not have opportunities earlier, and suggestions are made as to how to handle, in particular, the problem of encouraging participation by groups who have had limited opportunity in the past (e.g. women) (pp.77-78). Both the structure and the content of courses would need to be changed if future needs were to be met (p.79).

Reference is made in the memorandum (p.79) to the establishment of the Open School Committee and the Committee for the Development of Local Educational Networks to advise on the desirable infrastructure for the education of adults, and to the Committee on paid Educational Leave, which would look into arrangements for study time for people who were working.

Future education for adults would feature:

- optimal accessibility, achieved, among other things, by means of the mass media and a network of educational centres;
- the integration of informal education and training, based on experiential learning;
- openness as to admission, curricula and duration, with options for interim qualifications and non-qualification courses;

- a systematic range of courses, for which the open School would be responsible. (p.79)

The Contours memorandum envisages a network of local and/or regional centres to provide the necessary facilities for adult education, side by side with 'first way' facilities, and to encourage reform in the regions concerned (p.80). Educational activities and community development are regarded as inextricably linked. The educational centres are to be spread throughout the country, and the educational activities for regions or cities are to be co-ordinated in the centres. Educational facilities will be provided in the centres themselves, where appropriate, but, in principle, as much use as possible should be made of existing facilities (e.g. schools, neighbourhood centres and clubs, adult education centres, libraries etc.) to bring the activities and facilities as close as possible to the potential participants. The centres will probably each serve a population of about 250,000 to 300,000, and must work to effect an integrated education policy for adults at the local or regional level (p.81).

In the vision of the Contours memorandum, the Open School is not only a new way of thinking about education for adults, but also entails the setting up of an organization. This will be needed both for the encouragement, supervision and co-ordination of activities, and also for the development and preparation of central information where required, i.e. for the experiential learning, at least in the first ten or twenty years (p.81). Problems to be solved include the recruitment of students, financial provision, co-operation, the relationship of the Open School with other organizations and with the educational networks. An integrated education policy of the kind envisaged involves more than the three Ministries of Education and Science, of Cultural Affairs, Recreation and Social work, and of Social Affairs. 'Many problems remain. The co-operation and effort of everyone is not only to be desired but also essential' (p.82).

The first report of the Open School Committee (COS 1975a) had in fact already appeared in the February of 1975, and, according to COS 1977 (p.16), many of its ideas were contained in the Contours memorandum. The Open School Committee report (1975a) recommended pilot projects should be set up in 1976, concentrating on 'deprived' groups who for various reasons had had little education in their early years, and who, through lack of basic knowledge and skills, could not function as well in society as was to be desired, and who were unable to get the necessary educational help. The recommended groups were to be married women, young people in employment, and working adults.

The emphasis within the Open School should be on independent study, tutoring in groups (strongly emphasized) and information via the mass media (p.5).

The second report from the Committee 'A closer look at the three pilot projects' (COS 1975b) appeared later in the year, working the proposals out in more detail, as its title suggests. Its two main aims for the pilot projects are summed up in COS 1977, p.9 as:

- 1) finding out what kinds of educational provision and programmes were suitable for people who were already motivated (in particular, women and girls);
- 2) equally important, finding out how people who were not obviously motivated could be helped over the barrier, and what kinds of provision and programmes would attract and be of real use to them for a longer period.

The Open School Pilot Projects Foundation (Stichting Proefprojecten Open School - SPOS) was established on 12 October 1976, in the Hague, to carry out

the projects, which, with the exception of a few that had started earlier, were intended to start in September 1977 and run through until 1979¹.

In December of 1976 the Open School Committee presented its third (provisional) report 'The structure of multi-media education for adults' (COS 1977). The report was to be 'provisional' because experience in the pilot projects might lead to modifications. A definitive report could be expected at the end of 1978 or early in 1979 at the latest (p.9). The task of the committee at this stage was to make recommendations for the structure, organization, planning and financing of the Open School. Informed discussions had been held with all organizations in the field of education for adults.

The Committee writes in its third report that 'an Open School is necessary for the development and renewal of multi-media education for adults in our country ' (i.e. the Netherlands). This should not be a new organization at national level, which would take its place alongside the existing organizations and institutions for the education of adults (such as evening schools and institutions for correspondence education, informal adult education centres and educational broadcasting), but rather a bringing together of all the forces. The expertise and capacities of the various organizations existing at national, local and regional level in this area needed to be co-ordinated, with a view to co-operation and joint development of content and renewal. An Open School could then act as a 'development organ', i.e. co-ordinate, stimulate and provide service (p.7).

¹ The Board of the Foundation was to include representatives from various sectors of work, including 4 from social-cultural work, of whom one should be a librarian. The librarian appointed was A-M Hulshoff, from the NBLC.

The introduction to the report (COS 1977, p. 15) refers to the fact that Holland had always been concerned with development and renewal in education, but that national and local government had placed the emphasis on two things - education at the beginning of life ('first way' education), and on what in Anglo-Saxon terms was known as 'formal education' within institutions, rather than 'informal education' within the family, at work, through church, organizations, libraries, books, newspapers, film, radio and television and so forth. In the last ten to fifteen years people had begun to realize that in a swiftly changing society learning was a necessity throughout life, in short:

We need a well-structured system of provision, programmes and facilities that will offer everyone the opportunity to go on learning. (p.16)

Reference is made to the place of these ideas in reports from Unesco, the Council of Europe and the OECD.

Most of the punch words are already fairly generally known, and have already been described: 'éducation permanente', 'lifelong learning' and 'recurrent education', but the question is how to put these ideas into practice. (p.16)

According to the Open School Committee much work had been done in the preceding five years, for instance in the Public Libraries Act, the re-organization of post-graduate education, the Act on the Recognition of Institutions for Correspondence Education (Wet Erkenning Instellingen Schriftelijk Onderwijs) and the educational plan required by the *Rijksbijdrage-Rijkssubsidieregeling Vormings- en Ontwikkelingswerk*, and with the Contours memorandum, although developments certainly had not been logical in all areas (p.16).

Education for adults is certainly no virgin territory at present. All kinds of forms of further learning exist: day/evening schools, correspondence education, educational broadcasting, various

types of informal adult education and equally varied kinds of training and re-training course. All sorts of developments are taking place in these various forms of education for adults. We cite a few as examples. Educational broadcasting went down the multi-media road very early on by harnessing support resources. Later a form of correspondence education was brought in, together with group meetings, weekends and such like. The same definitely applies to correspondence education, in which face-to-face lessons, excursions, practical sessions, discussion groups, gramophone records, tapes etc. are used for support. Moreover many institutions for correspondence education have committed themselves to certain norms and government inspection, which gives them legal recognition. Evening schools have got their daytime counterpart, which is of particular importance to (married) women. (pp. 16-17)

Yet the essential thing is still missing. Generally considered, for example, the forms of education for adults are hardly ever geared to each other. ...Moreover there is little coherence, let alone integration, as far as programmes are concerned. In addition, some of the various forms of education for adults are seldom geared to all kinds of situations for 'informal learning' and the practical life and work experiences of participants. ...In short: despite all the efforts, activities, and developments there are still many deficiencies. (pp. 17-18)

The report goes on to mention the three committees which had been set up by government to bring about the necessary development and reforms in the education of adults. To recap here:

- The Open School Committee(1974) to advise on multi-media learning opportunities for adults
- The Committee for the Development of Local Educational Networks (1975) to advise on the best local/regional infrastructure

- The Committee on Paid Educational Leave (which was anticipated) to examine how to achieve part of the 'right to learn' for all adults (p. 18).

With these three committees, then, three clear initiatives have been taken towards development and reform in the education of adults, 'open school', 'educational networks', and 'educational leave'. The aim is to achieve an open system of education for adults. At the inauguration of the Open School Committee the Minister of Education said over this matter:

'Open' that is to say:

- that by means of this everyone will have the opportunity to take part in a further process of formal and informal education at a time of his own choosing;
- that in this system the central thing will not be a closed programme, directed towards uniform outcomes, but the possibility of choosing parts of programmes according to needs;
- that by the design, presentation and information, initial resistance to, and fear of, learning will be removed, and potential participants will be motivated to make use of what is provided.

(*Staatscourant*, 27 June 1974 Cited in COS (1977, p.19))

COS underlined the need for interdepartmental co-operation in the field of education for adults, and went further to emphasize the desirability of departmental unity in the form of a directorate or general-directorate with responsibility for the whole of education for adults. It named as the most important elements the directorate for Adult Education in the Ministry of Education and Science, the Directorate for Agricultural Education in the Ministry of Agriculture, the Directorate for Social-cultural work in the Ministry of Culture, Recreation and Social Work, and the department for vocational training in the Ministry of Social Affairs. Among others, correspondence education, evening schools, formal and informal adult education classes (including agricultural education), library work, community education,

community work, and the Adult Vocational Training Centres would also be brought together departmentally (COS 1977, pp.79-80).

Let us turn, then, to see what was proposed in general terms with regard to the structure and organization of an Open School. In the words of the Committee:

What is being looked at is a multi-media system of education for adults in which the various media are used to the best advantage and in addition are geared to each other as far as possible. (pp.9-10)

One way of achieving this would be a new multi-media organization, possibly with local branches. Such a solution seems singularly unattractive to the Committee. That would lead to competition between the new organization and the ones which already exist. Instead an attempt must be made to bring together all the diverse expertise and specific opportunities. Only if that is done can what is needed for the development and reform of the whole sector really occur. In this connection the Committee has arrived at the following recommendation for structure. The separate components of education for adults, that is to say, recognized correspondence education, the educational broadcasting services, possibly educational publishers, and face to face and group tuition, need to come to internal arrangements for co-operation. The national components, such as broadcasting and recognized correspondence education, should each form their own 'co-operative'. 'Educational networks' should be set up locally and/or regionally, in which the tutorial and support components, such as day/evening schools, institutions for informal adult education, libraries and such like work on a co-operative basis. Together these co-operatives and educational networks should do their best to bring about the desired system of education for adults. (p.10)

A development organization would be needed to co-ordinate the activities of the national co-operatives and their relationship to the local and/or regional

educational networks. The organization would limit its activities to co-ordination, stimulation and provision of services. The number of tasks would be decrease with time as they became assumed by other organizations. The suggested name for the organization should be Stichting Ontwikkeling Open School (STOOS) - Open School Development Foundation (pp. 10-11).

The Committee made a clear distinction between the national components such as recognized correspondence education and educational broadcasting, and the local and/or regional components such as institutions for informal adult education, libraries etc. Over the national components recommendations could be made straightaway; responsibility for the local/regional components lay with the Committee for the Development of Local Educational Networks, which was still sitting over this task (p.13).

Since the aim was to achieve a system of open education for all adults at all levels of education, the Open School Committee co-operated with the Committee for the Development of Higher Education (Commissie Ontwikkeling Hoger Onderwijs - COHO) to form a study committee on Open Higher Education, which would bring out its own report a little later. (This is referred to further in Chapter 9 of this study dealing with the Open universiteit.) At the other end of the educational spectrum attention was to be paid to those who could barely read or write, the 'functional illiterates'. Studies in England had revealed large numbers of such people, and experience in Oost-Groningen suggested that the situation in the Netherlands was little better (COS 1977, p.21). Work on literacy issues will be handled later in Chapter 10.

Some three months only after the third report of the Open School Committee the Minister of Education and Science (Van Kemenade) presented to parliament

Preparatory Committee, which will be covered in Chapter 9 of this study on 'The Open universiteit and libraries').

The pilot projects

Much attention has been paid to the development of the concept of the Open School, and its possible organization. It is time now to look at the nature of the teaching/learning envisaged within its framework, as, for the concerns of this study, it is with this that the libraries would have to react (or not) as they saw fit. Because the pilot projects went on for longer than was originally planned, the Open School Committee had been disbanded before it had been able to report on them, as was originally intended. However, a final report was brought out by SPOS (Hinnekindt and Snijders, 1982) and a further final report of the attempts to introduce Open School methods of working during the Projects Policy period (Projectenbeleid) - was published by the National Project Group on Introducing Open School Methods in 1986 (LPIOS 1986). Snijders (1984, p.13) reports a total of 51 reports covering various aspects of the Open School.

Already in 1977 the Open School initiatives had attracted international attention; the Council of Europe had organized a visit by the Committee for Out of School Education and Cultural Development (1977) which gives an outline of, and comments on the developing Open School. Vellekoop (1982) is a further English language account, but the main English language account covering the whole development through to the wind-up is Snijders (1984). (Cees Snijders, it should be remembered, was Secretary, and later Curriculum Director, to the Open School Committee.)

his second (follow-up) Contours memorandum (Contours memorandum 2 (1977)).

It will be remembered that the first Contours memorandum had seen the Open School as the 'coping stone' in a re-structured education system. This second memorandum looks at the problems in the education of adults from the angle of the Open School. It is seen (p.66) in the first place as an 'idea', a 'new philosophy in the education of adults' in the future, characterized by accessibility, relevance to life and work situations, and the integration of education and training based on experience. It is intended for all adults, but particularly for those who have had little educational opportunity in their youth and who, for various reasons, make little or no use of existing opportunities for adult education. In the second place (p.67) it is also an organization for multi-media education, i.e. education via various means of transfer of information. This is needed for the following reasons - to co-ordinate and stimulate multi-media provision at the national level, to develop open education, and to disseminate it where appropriate. But the Open School must not be set up with the intention of doing everything itself (p.67). Co-operation between existing forms of provision (libraries are included here) will be needed (p.68), as noted in the third report of the Open School Committee (COS 1977).

To correct certain misunderstandings which have occurred because of the emphasis in the first Contours memorandum, the second (follow-up) memorandum states quite clearly (p. 71) that the Open School is intended to provide a full range of provision for the education of adults - from literacy programmes to post-graduate level. To this end, alongside the Open School Pilot Projects which are concerned with little more than basic education, a committee had been set up to work on higher education (The Open University

Snijders (1984) refers (p.7) to the plethora of opportunities for the education of adults which existed around 1970 in the Netherlands and which have been enumerated elsewhere in this study. Yet he also points out (p.7) that no more than 10% of the population participated, and that among those who did participation was heavily biased towards young adults who had already had a good deal of education. Adults with little prior education beyond elementary school, including large numbers of women, did not participate. Moreover, provision was concentrated in town and suburban areas, with little opportunity in rural areas. He also reminds us (pp. 7-8) of the fact that there was no 'unified system' of adult education, but 'divergent, independently operating provisions for all forms of adult learning':

- certificate-oriented, formal education in evening schools (under the Ministry of Education and Science)
- informal education, closely related to community work (under the Ministry of Cultural Affairs, Recreation and Social Work)
- vocational education aimed at the labour market (under the Ministry of Social Affairs).
- All three were government financed. But apart from these there were also:
- correspondence courses provided by private institutions
- private company-sponsored training programmes
- educational broadcasting organizations - Radio Folk University (Radio Volksuniversiteit - RVU) and Teleac (Television Academy), financed by the Ministry of Cultural Affairs, Recreation and Social Work

plus

- institutions, organizations and groups with educational activities as a secondary goal, such as churches, trade unions, women's organizations and public libraries.

The Open School Pilot Projects started on 1 September 1977 in 14 locations - eight projects for the married women target group, three for young adults (up to thirty years of age) and three for adults over thirty. The localities chosen were spread across the whole country, towns, urban and rural areas, and over areas with varying levels of provision for the education of adults. The Open School Pilot Projects Foundation had been established (October 1976) with a board composed of experts from all sectors of adult education. Now, in the 14 localities, Open School Working Groups were established with representatives of as many organizations and institutions as possible which might be of relevance to the work with the target groups.

The broad composition of the Board and the Working Groups was not without reason.

It was the intention to have the pilot projects supported on as wide a base as possible and also to involve all the institutions, organizations and authorities in the pilot projects from the beginning so that the transfer of the results to existing facilities at a later date could proceed more easily. (Snijders 1984, p.11)

Recruitment of staff at the national level had already been started in 1975 and 1976. In 1976 a start was also made on setting up tutor teams in the 14 localities, though these teams were not actually completed until a few months after the official start of the pilot projects (1 September 1977). It had proved difficult to find the necessary expertise in the rural areas and to achieve a balance between tutors with experience in formal education and those with

experience in informal education. Moreover, the experiment had originally been planned for 2 years and then extended, initially, following a Cabinet change, to 3 and, later, to 4 years, to provide a 'transitional' year (1980-81) for the transfer to institutions.

With regard to the curriculum, considerable stress was laid on written materials which would enable the participants to learn independently, and these had to be specially written. The aim was to produce a system of 'teaching units', small self-contained text-books on social themes and various subjects, but, according to Snijders (1984, p.11), the theme-based work failed owing to lack of expertise, and the subject-based series was very late. Texts seemed to have been prepared without enough knowledge of the target groups. and the localities had been insufficiently involved in decision-making. Lack of external publicity and curtailment of government funding in 1978 approved by the Minister of Education ((Pais), demonstrating, in the opinion of the Chairman of the Open School Pilot Projects Foundation, lack of government support, led to the resignation of the latter. Adjustments were made to the curriculum team, new written and broadcasting material was produced, and the accent was changed to an approach which was close to practice, with authors often being tutors in the projects, or having other experience of the target groups. In February 1980 the *Open School framework plan* was produced, which was accepted by all the staff members of the pilot projects, approved by the Board and sanctioned by the Ministries of Education and Science and Cultural Affairs, Recreation and Social Work (Snijders, 1984 p.12).

The Open School Framework Plan

The *Open School Framework plan* (1980) emphasizes similarities in methods, and attempts to describe the form Open School work took during the pilot schemes. It was drawn up in co-operation with those involved, and on the basis of material put forward by them.

Objectives

According to the *Framework plan* the general objectives for Open School participants were:

- a) increasing basic general knowledge and skills;
- b) deepening and widening their orientation within society. a) and b) together aimed to increase
- c) personal development, and all three set out to
- d) increase the opportunities and willingness to act effectively in the specific circumstances of participants' own life and work, both as individuals and as members of society.

These general objectives may be subdivided but must not be split up; it is the express intention that they should be viewed as parts of a whole. (p.12)

Although preparation for further study, such as general secondary education, further training or vocational education were not prime objectives, this should be possible as part of gaining more control over one's situation (pp. 13-14).

Target groups

With regard to the target groups, the *Framework plan* (1980) states that the Open School is intended for adults and young adults who are at least seventeen years old, who can read and write, and also have no more than two years of secondary education. The minimum requirement will usually be that they have had four years of elementary education, though exceptions can be made where it is in the interest of giving opportunities to more people in the target group (p.18).

The reasons given for the minimum and maximum educational requirements were as follows. Participants needed to be able to read and write in order to benefit. (It was recognized that more needed to be done to create facilities such as literacy programmes for people below this level, and that it would be desirable for such programmes to link with the Open School. This could lead to the removal of barriers and stigma and facilitate progress to other types of education.) The maximum stipulation was made because people with more education were more inclined to make use of educational facilities than people with less, and they ought not to be allowed to make excessive use of facilities set up primarily for others.

Method

With regard to the general starting points to determine Open School method, the following are seen in the *Framework plan* as forming a coherent whole and constituting a basis:

- a) deciding and managing for oneself;

- b) integration of education and training;
- c) learning through experience;
- d) mutual learning, or learning from, and teaching, one-another (p.26).

The way in which courses are organized should create opportunities for people who want to learn with as few obstacles as possible. Place and time are seen as important factors in participation levels. Therefore (p.33):

1 The programmes must be flexible as regards:

- a) time (i.e. adapted as far as possible to learners' needs),
- b) place (as close as possible to participants' homes),
- c) content (have scope for linking to the learning requirements and wishes of participants),
- d) form (permit people to work at their own pace and level).

2 Wherever possible methods and materials should be used which make learning independent of time, place, speed and level, and which allow the students to work according to their specific needs.

3 Participants should meet twice a week for part of a day (minimum 2.5 hours) on average at least once in the basic group.

4 Everyone should have the chance to follow courses for two years.

Groups

Basic groups should be no more than 15 in number and no less than 7.

Admission should be as open as possible, allowing people to enrol when they wished. Careful attention should be paid to the composition of groups, as this had been shown in the pilots to have an effect on the outcomes - for instance, it would be better to set up separate groups for housewives and for young people under 25. Systematic recruitment is essential, and the group which the pilot scheme had shown to be the most difficult to reach (men and women with the least education) should be given special attention. The organization of study programmes must allow scope for individual guidance. Counselling on admission, and at the end of courses, is important, and at these stages referrals will be made to other programmes which match participants' wishes and potential better, if this is the case (pp. 34-37).

Programme content

Students must be able, within the framework of general objectives, starting points and means, to determine the content of the programmes for themselves.

Ways of working

Within the framework, participants determine their own way of working. Just as people have a right within the basic group to systematic guidance and supervision, so also they are entitled to expect suitable materials. A multi-media approach means using the various media (and combinations of them) in a functional way to make learning more accessible to people and to promote the learning process. In the basic group participants support and help each other.

Each group is supervised by a permanent counsellor. Members work individually, and together, on the following:

- i) clarifying the learning requirements;
- ii) formulating objectives;
- iii) planning and carrying out learning activities;
- iv) evaluating progress; and
- v) recording what has been learnt.

They also work on making what they have learnt applicable in practice and on applying it. This can be done on the basis of working on themes, but also independently of this. The members of the basic group also work on themes within the group (p.47).

The experience of participants was at the centre of such theme-based work. Themes were to be derived from aspects of daily life, e.g. housing, work, health, education, politics, leisure. Work on the subject component could be undertaken in various ways, according to the needs and wishes of those involved. A provisional list of subjects was: Dutch, English, French, German, Frisian, mathematics, commercial subjects, history, geography, nature study, biology, music.

Materials

The *Framework plan* states that:

The following material used during the pilot scheme will be available in the subsequent period:

- a) written materials;

- b) audio-visual materials, including radio and television programmes;
- c) materials from projects and a materials bank;
- d) guidelines for tutors and brochures. (p.59)

Much material was used during the pilot scheme which was not produced specifically for the Open School - radio and television programmes, books, newspapers, periodicals, leaflets, brochures, also textbooks and materials used in other educational settings. Experience proved that these could be useful, but that it was necessary to select carefully and that much material needed to be adapted for Open School use (p.57). The same was true of materials specially developed for the Open School during the pilot scheme. When there was no suitable existing material, material should be developed in conjunction with participants. Supporting the development of material, or even developing it, was seen as part of the work of the guidance team. If new material was to be developed centrally for the whole country, authors must have experience of working with the target group. If such people could not be found, draft material must be submitted to tutors and advisers, and to the groups. New material must conform to the general objectives and starting points (p.58).

Evaluation of the programme

Evaluation was an integral part of the Open School approach, was based on the same starting-points, and related in the same way to the general objectives (p.61).

Declarations and further study

Anyone who had followed Open School courses for at least three months should be entitled to a declaration to that effect, stating:

- a) the course content;
- b) the activities in which the individual participated;
- c) the grasp of the material and the standard attained. Special reference would be made to tests in various subjects.

Anyone who had passed the final test in one or more subjects and had been actively involved for not less than one year could be considered for admission in those subjects to the second year of MAVO for adults (p.66). Similar arrangements were being drawn up for various types of vocational education (p.65). People who had not studied for a lengthy period could still use their Open School experience for admission to other kinds of courses, therefore a declaration to cover short periods was necessary.

It will be seen from the foregoing that although work within the context of the Open School encouraged students in learning independently, in learning how to learn, this was none the less within a highly structured environment. What is evident is that, de facto, the learning fell well within the terms of what Tough (1971) defined as an adult learning project i.e. a highly deliberate effort to gain and retain certain definite knowledge and skill over a series of six sessions, primarily devoted to learning, totalling not less than seven hours in six months.

Libraries and information: The Committee view

The earlier pages of this section have attempted to indicate the philosophy and aims of the Open School concept and to give some idea of the pedagogical processes involved. The purpose of this study is to examine the reactions of the library profession to these matters. Therefore, before moving on to seek the reaction as evidenced by the professional press and publications of the period, let us pause for a while to see what was being said in the reports emanating from the Open School Committee itself, specifically as to the role envisaged for libraries. (The more general view of those pressing for educational change and the opening up of opportunities has been covered, it will be remembered in Chapters 2 and 3).

The first report of the Open School Committee (COS 1975a) had placed a strong emphasis on independent study, along with group tutorials and information via the mass media (p.5). It was proposed that the pilot projects should begin at a level approximate to the end of basic education, and it was recommended that, wherever possible, Open School activities should take place within the existing educational infrastructure, e.g. schools, adult education centres, libraries etc. (p.16). A subsidiary aim of the pilot projects would be to set in motion a process of reform in which the various organizations and institutions concerned with the education of adults could work out how they might contribute both to the projects and the possible establishment of an Open School (p.17).

We have seen earlier in this section that in its third report (COS 1977) the Open School Committee saw the establishment of an Open School as necessary for the reform of education for adults, and that it was envisaged as a bringing together of the expertise and capacities of the various organizations existing at

national and regional level, rather than as the setting up of a new and separate institution.

It was also noted that the committee made a clear distinction between the national components (over which it could make recommendations immediately) and the local or regional components. The responsibility for making recommendations with regard to the best local and/or regional infrastructure for education (such as schools, neighbourhood and club-houses, institutes for informal adult education, libraries, associations undertaking informal adult education activities, firms providing their own training, and such like) must lie (pp. 7-8) not with the Open School Committee but with the Committee for the Development of Local Educational Networks, which had not yet completed its work. This may explain the absence of any library representation on the main Open School Committee, which on the surface seems a little strange in the light of the statements in the first report (COS 1975a, p.9) referring to independent study, and the fact that: 'The Committee is working from the premise that formal and informal adult education are two aspects of people's development. An integrated approach will be attempted within the Open School'. (The Committee for the Development of Local Educational Networks did have a librarian on it.)

However, the later section of COS (1977) on the design of the local and regional components in relation to the Open School (para 4.5) was published under the responsibility of both committees. This points out that:

Facilities and support will also be necessary, such as
information centres (libraries, resource centres, museums,
people with special expertise), study guidance and counselling.
It will be best if these are not too far from home. (p.70)
This applies not only to adults with little previous educational
experience, who will need a lot of guidance with the 'media-mix'

but also to adults who wish to go on to higher education, for example, and need guidance for this, a well-stocked library and periodic support from fellow students or a tutor.' For this there must be local and/or regional opportunities and facilities which are well geared to each other and complement each other. (pp. 70-71)

The Committee supports the concept of educational networks, not just on account of the Open School but as being:

... very desirable in themselves, in that the local or regional 'totality' of institutions and activities in the field of education for adults shows little coherence to date and there is therefore hardly any question of policy in this area. Moreover, such networks can improve the accessibility of the education provided and lead to the development at local level of opportunities which have hitherto been lacking. (p.71)

In order to bring about such networks an educational plan must be drawn up. Among other things, an attempt must be made to achieve coherence between forms of, and institutions for, the education of adults (p.72). Libraries are mentioned among these. What is being looked at is a:

flexible totality of educational provision in which adults can assemble their own learning packages according to their needs and wishes. It is therefore of the utmost importance that good support functions are provided. For these support functions one can think particularly of libraries and documentation centres, local employment bureaux, social work institutions, vocational guidance and welfare advice bureaux. For all this to function at its best, there will need to be clearer co-operation and better tuning to each other among these organizations, institutions and services also. (p74)

In addition the report proposed that an independent foundation should be set up (p.52) - Stichting Ontwikkeling Open School (STOOS) (Foundation for the

Development of the Open School) to run and develop the Open School. Both formal and informal adult education should be represented, among other areas. Under informal education the Committee included libraries and resource centres. The General Board of Directors would have four representatives from the field of social-cultural work, of whom one would be from libraries (p.53)². The relationship to the educational networks would need to be worked out, but it could already be said that support functions in the networks, such as information centres, study and vocational guidance and counselling, should also cover the needs of participants and potential participants in the STOOS programmes.

In contrast to the detail in the third (provisional) report, the ninth report 'Towards open learning opportunities for all adults' (COS 1979) has relatively little to say on the subject of libraries, although it states that:

If we are to achieve that coherent body of learning opportunities, then all the existing traditions, expertise and potential of the various forms, organizations and institutions of education must be harnessed. The same applies for all kinds of organizations which have the education of adults as a subsidiary aim. (p.32)

However, in the chapters concerned with the support function (Chaps 4 and 5 of the report), they are referred to briefly. The need to encourage latent students or those who are not obviously motivated is recognized, together with the associated task of counselling (advice with problems or questions concerning vocational or study choices). This calls for a central, easily identifiable point - an educational centre - of which the most important function would be the provision of information on learning opportunities for

² In the event, STOOS was never established.

adults (p.46). The centre need not be in a separate building but could equally well be housed in an existing building, such as a public library (p.47). Another role for public libraries would appear to be in the documentation and distribution of audio-visual materials for adult students. In addition, they might provide information on books and articles over developments and reform in the education of adults, both at home and abroad. Discussion with the NBLC among others would be desirable (p.60).

The libraries' reaction

It is clear from the contents of the reports referred to above that there was expectation of public library involvement with the Open School. Let us now turn and look at how the libraries themselves reacted to the concept of the Open School as it was being developed and put into practice.

As early as 1973, following the *Agora Congres* (1972), the challenge had been laid down for them. In an article reporting developments in the education of adults at home and abroad, outlining the early proposals for an Open School using mainly existing resources, Faber and Snijders (1973) have the following to say:

A problem which has not been touched upon so far is whether the existing institutions such as the public libraries (resource centres) are ready to function within the context of an open school for instance. It must be emphasized that the libraries need to be aware of impending developments with regard to the establishment of an open school. (p.221)

Reference is made to the need for the 'socialization' of knowledge, and a significant role is foreseen for libraries. But:

An important question is whether they will co-operate. (p.221)

Early contacts at national level

On the 15 December 1975 an exploratory meeting was held between the NBLC and Mssrs Veringa, Snijders and Stapel of the Open School Committee, with satisfactory outcomes for all concerned. The Open School Committee promised to keep the NBLC informed in good time of activities relevant to public libraries and the NBLC promised to make information about the Open School available to libraries and to start discussions with the association. A start was made on this by the publication of the paper (Hemmes, C. et al, 1976) which had formed the basis of the meeting, together with a summary of the second report of the Open School.

Reference is made in the paper (pp. 69-70) to the new legislation on public libraries which had just come into force (1 July 1975) with its definition of the public library as a general library, intended for everyone, with a broad collection of up-to-date materials, and to the emphasis on the information function. Reference is also made (p.70) to the ongoing discussions on public library aims and objectives³, both within and without public library circles.

The NBLC paper (Hemmes et al, 1976 p.71) also refers to statements made by statesmen during the preparation for the legislation. According to former Secretary of State, H. Vonhoff, the significance of public library work lies largely:

...in its bridging function between the formal and informal aspects of education for adults, and in the way it complements education. ...Good public library provision is an essential

³ For a fuller account of the Public Libraries Act and the lead up to it, see Chapter 4 of this study. For the discussion of public library aims and objectives, see chapter 6.

complement to a modern system of education for adults.

(Memorie van toelichting bij het Ontwerp van Wet, 12 September 1972, p.12, cited in Hemmes et al (1976, p.71)

The paper goes on to point out that the *Memorie van antwoord* (1974) considered public libraries expressly in the context of the aims of the government of the day, namely, attitudes to knowledge, democratization and the creation of equal opportunities. A special role was seen for public libraries in the context of permanent education. Information is a prerequisite for education, and the task of the public library in realising the objectives above is mainly

...in making available the material people need, and which can help them as individuals or in groups, to meet their needs and further personal development. (*Memorie van antwoord*, 1974, p.3)

The Secretary of State, Meijer, refers to public libraries as a 'basic provision' in relation to a democratic society in which everyone has the right to develop freely, to form opinions, to make decisions and to express opinions. (*Memorie van antwoord*, 1974, p.4)

The NBLC paper (Hemmes et al, 1976, p.71) points out how close this vision is to that of the Open School. In the *Memorie van antwoord*, the two are deliberately brought together, the common denominator being the way both work to further democracy, and the fact that both are complementary to education and to education for adults.

This leads to a general aim for public libraries:

...the acquisition, cataloguing and making available of a varied range of informative and educational materials for individuals, groups and institutions who wish to use them in the context of continuing education. (Hemmes et al, 1976 p. 71)

After providing some facts and figures concerning public libraries and the nature of services, Hemmes et al 1976 pp. 73-75) go on to examine a possible relationship with the Open School.

Collections Public library collections could be supplemented with the study material (including audio-visual material) for the courses, and with reference and further study material supplied to participants. In general the public library collection will be adequate to meet students' needs, and where this is not the case, new material can be purchased, or borrowed through the inter-library loan system.

Cataloguing Open School material in the public library will need to be catalogued in such a way that it is easy for users to find.

Loans some Open School material will be loan material. A pattern that may arise is that material is only lent to people who are library members. Maybe consideration should be given to combining the public library subscription⁴ with the Open School fee.

Study space The public library has a reading room and materials - periodicals and newspapers can be consulted on the spot. There are also carrels for using audio-visual materials.

Information and guidance the public library can provide information about its own collection, but, using an array of reference works, can also refer to all kinds of other institutions and organizations. This is of particular importance to Open School participants. One might think of making some course materials

⁴ It is important to remember, in this context, that the 1975 legislation for public libraries had failed to achieve the right of free access for users. Subscriptions were still charged.

on learning how to use libraries, or a film, as had been done in the case of the British Open University. In helping Open School participants librarians will need to keep in touch with tutors and group leaders etc.

Inter-library loans These can extend the collection beyond its own boundaries.

Services to groups Public libraries have been becoming increasingly involved with groups, and account has been taken of this in new buildings. Where this is the case, the public library may be able to make available space for Open School classes, for group work, for discussion and evaluation meetings, and for exhibitions on the 'themes' which are being (or will be) studied.

Services to special groups Public libraries provide services to special groups (e.g. people who cannot visit the library, such as the elderly or the sick), and to adult education centres, among others. The public library could probably help with getting course material and other people into hospitals or old people's homes.

The NBLC group came to the following conclusions (Hemmes et al, 1976, p.75):

- 1 The public library has a considerable role to play in, and can be an indispensable link with regard to, Open School activities. The aims of both Open School and public library are closely allied.
- 2 If this is to be reflected in effective co-operation, the public libraries need to be recognized in good time in Open School planning, as on this will depend how much the library can contribute to the activities.
- 3 To this end it is desirable for the public library to be involved in the preparation of Open School projects. The NBLC must be able to give libraries information on material to be used in Open School courses.

4 Public library and NBLC services to the Open School will have to be achieved mainly within existing resources, given the financial situation.

5 There can be no question of extra services without extra resources (finance, personnel).

The above conclusions were based on a first discussion of the relationship between the Open School and public libraries by an ad hoc group of NBLC staff, and therefore on a superficial reaction. Further study and exchange of ideas within the association was seen to be needed, particularly with regard to the function of public libraries in educational networks, before any binding agreements could be reached (Hemmes et al 1976, p.75).

By the end of August 1976 we see that the NBLC has already been active with regard to the Open School. Frans Stein (1976, p.591) reports on the second meeting with regard to public libraries and the Open School, a meeting of twenty-nine people, mainly from public libraries, working in the areas selected for the Open School pilot projects. The NBLC office was now in regular contact with the Open School. Following the first meeting, in April 1976, a letter had been written by the NBLC board, on 16 June 1976, to the Open School Committee, asking whether the idea might be considered of linking the public library subscription to the Open School course fee, for the duration of the course; asking that the Committee should stress with the Ministry of Culture, Recreation and Social Welfare that in the detailed legislation of the Public Libraries Act libraries should be given sufficient leeway to allow them to carry out their educational support function with regard to the Open School; that the local teams should allocate a half-time place to a member of public library staff; to allow in the Open School budget for someone to be appointed to the NBLC

office charged with leading public libraries across the country in respect of their function with the Open School.

A copy of this letter had been sent to Secretary of State, W. Meijer, together with a letter asking him to plead for the staff referred to to be appointed at the cost of the Open School, and also asking for co-operation from the Ministry of Culture, Recreation and Social Welfare in the form of recognition for the educational support function of the public library in the detailed legislation to follow the Act. Up to 31 August, no reply had been received to either letter.

Part of this second meeting was devoted to an outline of the educational plan for the Open School, explained by the head of the Open School Curriculum Team, and to a summary of the situation with regard to the pilot projects. The latter included a statement to the effect that it was desirable within the team to know something about what the public library might be able to do for Open School participants, but that the library world could make no claim on a place in the team, any more than any other organization. Librarians could apply, but they would also need to be competent in one of the following skills: study guidance, process description, the writing of study units, adult education methods, handling audio-visual apparatus. If a librarian were to be taken on to a team his/her salary would be paid by the Ministry of /Education but s/he would remain on the public library establishment. It would be possible to appoint replacement staff for the duration of the secondment (p. 592).

In the ensuing discussion the following points were made (p. 592):

1 The 'theme' book which students use would contain booklists. This 'theme' book should be placed in the public library. The Open School had a half-time documentalist responsible for lists of book and other materials. Co-operation with the NBLC must guarantee that libraries heard as quickly as

possible about books and other materials that students would need. One person suggested the NBLC could help with the compilation of booklists (it had the necessary expertise). The study units should also point out that the public library held relevant materials.

2 It was also stated that little material was available at the level appropriate to Open School participants, and the Open School was intending to create material, in addition to which participants would make their own as part of the learning process.

3 There was general agreement that students needed to be made aware of the potential of the public library. Among other things, groups could visit the library for instruction in its use, and instruction could also be provided to tutors. A study unit on public library use was in preparation.

Some reservations were expressed as to whether the public libraries would be able to cope with the extra load, the question of library inclusion in the Open School team came up again, and it was remarked that librarians were, in the first instance, people who supplied resources, not educationalists (p.592) The question of audio-visual materials also came up again. It was expected that recording and play-back equipment would be available in all locations, and a request was made for one copy of each tape or video to be placed in the public library. The Open School representatives found this too costly a proposition (p.592).

The pilot projects

It will be remembered that the Open School pilot projects were due to start in September 1977. Our attention has been drawn above to the closeness

between the aims and objectives of public libraries, which were under discussion at the time, and beginning to firm up (see Bruyns, 1976), and those of the Open School, to the extent that the two had been linked in the preliminary rounds of legislation leading to the Public Libraries Act. We also have some idea from the earlier chapters of this study of the extent to which change was in the air, of the mass of information coming out in the form of reports on the Open School and on Educational Networks, and how this was being backed up by addresses to the library sector by politicians and educationalists, and by articles in the library professional press. It should, therefore, come as no surprise to find that in June 1977 this had inspired a library school student in Groningen, one of the chosen Open School locations, to take as a dissertation topic co-operation between the Open School and public libraries (Hoogeveen 1977).

What is of particular interest in this study is not the historical introduction, or even the pointing to the closeness in ideals between the Open School and public libraries (points which have already been covered), or even the summary of steps which could be taken towards a positive and effective contribution from public libraries (points similar to those arising from the NBLC meetings). More significant to this study are the results of the second part of the dissertation study, which took the form of survey research among the forty-two public and provincial central libraries situated in the pilot areas of the Open School projects, as set out in the second report of the Open School Committee (COS 1975b).

The results of the questionnaire showed that at that time 25 of the 42 libraries were involved with the Open School, but that the only co-operation was in the form of discussion. The most important topics of discussion were seen as co-operation between the local or regional Open School Working Group and the

public library, the aim of the project, and how it was organized (Hoogeveen 1977, p.49). Forty-three percent of respondents felt the initiative should come from the Open School (p.48). The most frequent reason for not being involved was that the Open School had made no approach (p.47). A number of conditions would need to be met (pp. 49 and 49a) before there could be effective co-operation:

- 1 Librarians would need additional training, especially in leading groups.
- 2 There would need to be discussion on the nature and topics of Open School courses, the recruitment of participants, the division of labour between Open School and public library staff with regard to dealing with groups of participants, the possibility of waiving the library subscription.
- 3 Public libraries would need extra staff.
- 4 Many libraries would need extra accommodation.
- 5 Attention would be needed to the collections - it would be desirable for all Open School reading material to be available in the library. Both the Open School and the NBLC could contribute to this.

In summing up, Hoogeveen (1977 p. 49a) sets the failure to get very far with co-operation up to that time down to staff shortages in public libraries and lack of financial resources.

For a co-operative working relationship between the Open School and public libraries to function, the state or the municipalities must make available the necessary financial resources. (p.49a)

On 29 November 1977, just after the start of the Open School pilot projects, a study day for librarians was held at the Katholiek Literatuur Centrum [Catholic Literature Centre] in Arnhem. Cees Stapel, vice-chairman of the Open School

Committee and W.G. van Dijk, chief of Breda public library were both speakers. Their addresses were published subsequently in *Bibliotheek en samenleving* (Stapel 1978; Van Dijk 1978).

The task of Stapel (1978) was clearly to make the audience aware of the background and developments with regard to the Open School, and its position in the field of education for adults as a step towards creating 'an open system of educational opportunities for adults' (p.19). The task of Van Dijk (1978) was to examine the relationship between public libraries and Open School.

Against the background of the plethora of developments in education for adults (of which the Open School was one) and changes in legislation, which in his opinion must effect public libraries (p.119) Van Dijk poses the question (p.120) of whether public libraries have an educational function.

One is tempted to answer that question with an unqualified yes. It is already stated in the English Public Libraries Act of 1850. And in Holland Greve, in his 1906 thesis, and the 1921 state subsidy stipulations have said so, and it has been repeated time and time again in official publications: the public library has a general educational function and a responsible recreational function. Now education for adults seems to be becoming a serious matter the question of whether the public library has an educational function seems more apt than ever before. (Van Dijk 1978, p.120)

However, Van Dijk (p.120) sees the answer to the question as both yes and no, re-iterating the points we have seen long and fiercely debated in earlier chapters of this study. Public libraries have a support function in education (they are a *sine qua non*), but librarians do not teach people, except where it concerns teaching people how to use books and other media, and here they do have an educational function. Moreover, public libraries have other objectives

as well, such as the information function, which is a *sine qua non* for the furtherance of democracy. Public libraries are a basic provision - but not just a basic provision for education (p.121).

Moving on to consider the challenge of the Open School, Van Dijk (1978, p.121) sees public libraries as well able to cope. Fears of being overrun by the numbers of new users arising from the Open School appear to Van Dijk be ungrounded (15 pilot projects with around 1,500 participants in total, together with a number of spontaneous groups). However, the first pilots have begun with people with little education, and that will present problems for the libraries as well as for the Open School, since little suitable material is available (p.121).

What can the libraries do?

1 The public library should have a member of staff on the local Open School group, in order to be aware of how many people are taking Open School courses, who they are, and what themes/subjects they are working on, in order to reflect this in the library collection, for instance.

2 Groups can be shown round the library, and materials introduced and explained. Programmes can be made, relevant to courses and level. (That, according to him, is educational work).

3 Open School needs can be reflected in the collection. Public libraries need to be able to purchase materials produced by the Open School, for the benefit of the spontaneous groups. The Open School will provide a challenge to public libraries to purchase material that is easy to read, and that relates to people's everyday needs and experience, and to purchase audio-visual materials.

4 Space will be needed for Open School groups in the library, and recording and play-back equipment for audio-visual materials will be needed.

5 According to Van Dijk (1978, p. 122) public libraries should be able to meet the challenge of the Open School as it is closely akin to the educational and information functions they have long fulfilled. However, some change in manner and attitude will be needed to help people with little previous education. Standards will need to be set for collections (including audio-visual materials), accommodation (including meeting rooms), opening hours and staffing, and the financial resources will need to be forthcoming to support these standards. The greatest difficulty he sees as the staffing levels (p.122). The libraries have been under great pressure since fees for children and young people were waived, and there is no time for anything other than the lending function - readers' advisory work, information work, and assistance to users have suffered badly - the public library has become more like a supermarket than an information centre.

The women's pilot project in Groningen

Further insight into the relationship between public libraries and the Open School can be gained from another library school dissertation. Ingrid Groot (1979) was interested in the way the pilot project for women in Groningen and the public library were co-operating, and how the public library was meeting (or might meet) the information needs of students and tutorial team members. However, since the topic had already been covered with regard to participants by two members of the public library staff with responsibilities for the Open School, Groot limited her own enquiries to the tutorial team.

In its first report (COS 1975a) the Open School Committee had decided to direct its attention to three groups, of which one was (married) women aged thirty or over. Twenty-eight locations throughout the country were selected for the project, one of which was Groningen. By September 1978 one hundred and twenty spontaneous groups had also established themselves, spread throughout the country, but clustering around the official pilot project locations (Groot 1979, p.4).

The pilot project in Groningen was intended for women over thirty who had completed elementary education, but had no more than two years of secondary education. The national capacity for the project was 650, and the number for Groningen was set at 75 to 100.

In Groningen the first three groups started ahead of the rest of the country, 15 participants each. When the rest of the projects started, in September 1977, that number was increased to 75. In the Open School Work Group in Groningen, responsible for setting up the project, all institutions concerned with adult education were represented, including the public library (p.7). There were 7 leaders/tutors, 2 full-time and the rest part-time (p.8). The Groningen Open School course participants were divided into 5 basic groups, 15 women in each, meeting weekly for two hours. They worked on the themes of education, politics, housing, health, and work.

The management team of the Groningen public library found participation in the project important for three reasons (p.24):

- 1 the aims of the public library;
- 2 enabling the library world to see whether the library
has a function in adult education;

3 on the basis of experience and results, persuading the
authorities that for the benefit of the Open School, among
others, extra financial resources and staff are justified. (p.24)

Up to the time of the dissertation, in 1979, no extra resources had been made available for supporting the Open School. The public library had taken on an extra staff member, originally for 6 hours, later extended to between twelve and twenty hours a week. She represented the library on the Open School Work Group, and her most important task was to keep her finger on new educational developments, so that the library could react in time. The chief question was 'what role can the public library play for the Open School?', and it seemed to Groot (1979, p.24) that neither side was clear. The Open School team of tutors had been shown round the library, but seemed unfamiliar with its potential. However, the function and tasks of the public library were unclear, so that the Open School tutor team almost always left any co-operation to the special library staff member.

In September 1978 the five Open School groups visited the library. Contact had been made with the tutors, to discuss this with the tutor group, but there had been no response. On the whole, Open School course participants who had attended had been enthusiastic, but no tutors had been present, which the library staff regretted as these were the people who could tell the participants about the potential of the library. There had been a discussion later with the tutor team as to what more could be done, and among other things it was decided to place circulating collections where the Open School met for classes. The collections consisted of material relevant to themes, but also contained recreational reading - the idea being to attract people to the library. The special library staff member was present in Open School groups to answer questions and help with the search for material. She also offered to assist participants personally in the library. She had added class marks to booklists from the

NBLC to make it easier to find material, and documented all kinds of women's papers and magazines on the basis of Open School themes, or other subjects she thought might be of interest. She had also placed a small collection of books in the Open School tutors' room, as background information. The leaders had also set up information files, in place of the nationally produced files, but had not involved the library staff member in this.

Groot (1977, p.25) concludes from the above that tutors did not seem to know what the public library might do for the Open School. General conclusions reached by Groot, 1979, p. 27) were:

- 1 The public library and the Open School have common goals in the furtherance of democracy and in their complementary role in education.
- 2 Groningen public library was extremely ready to pay attention to education for adults, and in particular the Open School project in Groningen,
- 3 Co-operation had not worked entirely satisfactorily for either party, and improvement was being looked into.
- 4 The surveys (her own among tutors, and the earlier ones of library staff among participants) had shown that both course participants and tutors could see that the public library could offer supporting material, but that little use had been made of the service except when the public library staff member put material in the building where the Open School functioned.
- 5 Library staff service to people who were not used to libraries needed improvement.
- 6 The public library needed to purchase material at the right (i.e. a lower) level, relevant to Open School themes, including reference material.

7 The team of tutors needed to be more closely associated with the public library, for better co-operation.

8 Course participants needed recognition in the form of a designated person in the library whom they knew.

The NBLC practice-theory development project

The involvement of the NBLC with the Open School has already been indicated above; what was not obvious from the earlier references is that the professional development department, as the first topic for its project on practice-theory-development chose co-operation between public libraries and the Open School. For Van der Hoff and Hulshoff (1980, p. 213) this choice seemed unsurprising, given that public libraries had been following Open School developments closely from the beginning, and had tried to offer support.

Between April 1976 and December 1979 the professional development department had organized seven national meetings for librarians who were working, or wished to work, with the Open School at local level. By the time of the fourth and fifth meetings it was becoming apparent that co-operation was not always going as anticipated: library staff felt themselves ill-prepared and ill-equipped to meet the needs of Open School participants, and some were disappointed by the reaction of Open School tutors. A request was made to the professional development department of the NBLC for support, in the form of models and guidelines for co-operative working with the Open School.

Since there were hardly any reports of practice available to serve as a starting-point, a study group was formed from people who had attended the national meetings. The group consisted of M. van Hasselt (librarian with special

responsibility for co-operation with educational work in Groningen public library)⁵; A. Roerdink (Branch librarian of one of the Amsterdam public library branches); M. Schrader (Outreach librarian, Tilburg public library); and W. Westers (educational worker from the Friesland Provincial Central Library), together with M. van der Hoff and M-A Hulsoff, from the NBLC professional development department.

Between July 1978 and January 1980 (the life of the study group) librarians involved in co-operative working with the Open School submitted reports of their work and experiences, which were then analysed by the group. On the basis of these reports and discussion in the group, discussion material was put together which was tested on colleagues from all over the country at two national meetings. The reactions were such that it was decided to publish the results, which would also be useful for work with other adult groups comparable to Open School participants.

Before arriving at recommendations and guidelines for future working, Van der Hoff and Hulshoff (1980, pp. 213-214) summarize and analyze what had been happening with regard to co-operation with the Open School up to that time, providing us with a general picture to supplement the snapshots above.

In many places the public library, along with other institutions had been a member of the local or regional Open School Work Group from the onset. Many librarians had invested considerable effort in developing activities to support both participants and tutors in Open School projects. The pattern of service varied and included the following, among other things:

⁵ Van Hasselt was one of the librarians responsible for the survey of Open School participants' reactions referred to in Groot (1979).

- introducing tutors to the public library;
- introductory visits for participants to the library or mobile library, sometimes followed by lessons in the use of the library, or the use of reference materials, particularly dictionaries and encycopaedias, and also visits to the library to find materials and to work on the themes they were studying, with or without assistance;
- the placing of circulating collections on Open School premises, accompanied sometimes by a weekly 'surgery' with the librarian;
- the compilation of booklists for participants and tutors;
- the compilation of information files on Open School themes;
- assistance to tutors in building up, organizing and maintaining their own collections of materials;
- talks on materials, for both participants and tutors;
- an express purchase and preparation service for topical material
- the loan of accommodation for group meetings
- the provision of readers' tickets at reduced rates.

The above activities required much time and effort, and had not always led to the expected results and co-operation on the part of the Open School tutors.

From the reports presented the following reasons for this disappointment were seen:

- neither librarians nor Open School staff had fully anticipated the problems participants would face in using libraries;

- there were no criteria for testing the work;
- the division of labour between librarians and Open School tutors was not clear;
- the difficulties in finding appropriate material, and the absence of selection criteria for the group concerned (this required discussion with the Open School tutors);
- the problem of having enough copies available when suitable material was found, and the length of time taken to purchase and make material available.

Problems of the kind outlined had prevented the smooth working of co-operation and made it difficult to motivate Open School staff. Librarians would offer services, or initiate discussion, but they felt 'they didn't stand very high on the list of priorities of Open School tutors' (p.214). Moreover, some had difficulty within their own organization, particularly in motivating colleagues with regard to the Open School and translating this into policy proposals for library work in general.

Some concluding remarks

Hinnekin and Snijders (1982, vol 1, pp. 366-367) in the final report on the Open School projects review the contribution of public libraries to the development of the Open School.

Public libraries followed the development of the Open School attentively from an early stage. From the outset they tried to support both participants and tutors by making all kinds of information available. By working closely at local and regional level with the tutors of Open School groups people hoped to get a

better insight into the information needs of participants, and their problems in using information and libraries. This would enable the libraries not only to tailor their selection and presentation of materials more effectively for the target group, but also the instruction in the use of materials and library in Open School work. (p.366)

The report goes on to refer to the role played by the NBLC in stimulating and supporting public libraries on their home ground. Examples of this (and we have seen references above) are given as follows:

- the provision of information on the pilot projects;
- help with the development of activities for the benefit of participants and tutors;
- the provision of lists of materials on Open School themes or topics of interest;
- files of reading materials compiled from the above lists;
- the organization of national meetings with the aim of more effective working.

The writers of the report seem in no doubt that the public libraries had made a contribution. Although, as we have seen earlier, not everything had always gone smoothly, we, too, can conclude that on the whole the public library profession was interested in, and supportive of the Open School, attempting to meet the challenge of this new educational development, the underlying aims of which fitted closely with its own aims and objectives.

9 The Open universiteit and libraries

This chapter aims to pick up and examine in more detail the development of the Open universiteit and the thinking about the role of libraries in relation to it.

The Dutch Open universiteit was founded in 1982 as a result of the desire to expand educational opportunities for adults in line with trends in education for adults, but the move was also strongly linked to the need for economic use of resources. This section builds on material covered earlier, in Chapter 3, and looks more closely at some of the events leading up to the establishment of the Open universiteit, before moving on to examine the role libraries might play as seen by the educationalists and policy makers and as seen by the library profession. The Contours memorandum of 1975 (Contours memorandum 1, 1975) shows the implications of changes in one sector or type of education for other sectors and types, and concerns itself not only with primary and secondary education, but also with the tertiary sector. Reference is made (p.66) to an acute need for changes and reform in the existing tertiary system¹, for the urgency of political decision-making, and to a forthcoming policy document which will contain more detailed proposals. But a second observation is also made (p.66) concerning the term 'higher education' itself. Originally used to

¹ De Moor (1975) gives a contemporary English language summary of the position in Dutch tertiary education. For a general overview of Dutch higher education and the reforms up to the early 1980s see *Higher education in the Netherlands* (1985), Bucharest: Unesco/CEPES (*Monographs on higher education*), commissioned by the Ministry of Education and Science of the Netherlands. For a more specific look at the economic factors, an English language account can be found in Van Kemenade (1975).

refer to 'level' it will be used in the Contours memorandum to denote mainly the age group concerned (i.e. over 18 to 19 years). This age group will eventually need to be widened to include mature students who want to alternate between studying and working, and those who wish to make up for opportunities of higher education missed at an earlier age. Increasing participation in higher education, according to the memorandum (p.66) can be the result both of social changes and deliberate policy. Part I of the Contours memorandum shows that the intention is to pursue a deliberate policy.

Reference is made (p.67) to the relatively high demand at that time for higher vocational education and university education, compared with the demand in the 50s, to trends in North America, Japan and a few European countries which can lead to the expectation that demand will go on increasing, to the raising of the school-leaving age, and to a reserve of women as potential participants. On the other hand, the rate at which demand may increase cannot readily be predicted. This uncertainty poses two critical questions. Should the policy continue to be to try to admit to higher education all those who want it and who can benefit from it, and if so how (p.67)? Because of the benefits to society, from greater understanding of the complexities of that society, from increased social mobility, and the gains for economic activity, it is felt that in principle everyone who asks for it, and who is suited to it, should be admitted to higher education. But there are limitations, both socio-cultural and economic. For instance, other sectors of education may, at a given time, contribute more to increasing the distribution of knowledge than the higher education sector, and therefore may need to have priority in terms of funding, or demand for a particular vocational course may exceed the labour market requirements. In both of these scenarios higher education capacity would be unable to satisfy the demands of everyone (pp. 67-68). Not everyone can participate in higher

education for as long as s/he might wish, and not everyone is suitable for all types of higher education, despite previous educational attainment. Therefore interim selection procedures must allow for the distribution of students across various forms of higher education, which leads to the third important point, namely that there must be a wide variety of provision (p.68). There must also be greater diversity in the allocation of funding. Lack of diversity and lack of unity are seen as the main problems in higher vocational education and in the universities (p.68).

There must be changes in higher education, but a severely restricted admissions policy is not the answer - this would negate the socio-cultural and economic values which argue the case for mass higher education. That leaves the solution of reform and re-programming of the teaching, and this is the solution favoured by the Contours memorandum (p.69).

The memorandum goes on to refer to the need for remedying the most flagrant discrepancies between the universities and vocational higher education which had 'been a political common-place for a considerable time' (p.71), and to the fact that large-scale reprogramming was seen as the means to achieving this. Moreover, restructuring could also allow, among other things, for moves towards a system of recurrent education, while a distinction between undergraduate and postgraduate education would weaken the trend towards longer and longer full-time education, which was no longer socially justifiable. Limitations on the length of registration would also ensure a fairer distribution of the right to education. Restructuring of university education is seen in the memorandum as a necessity if university and vocational higher education are to be brought more into line with one-another (p.71). In moving on to look in greater detail at possible solutions, note is taken of the need to take account of

the changing nature of the student population in terms of home background, which will have implications for what students will want, and the fact that in future there may well be more women, and also older adults, entering higher education for the first time, or returning to it at a later stage. All of this points to the need for a greater diversity of courses (p.73). According to the Contours memorandum, at that time the Netherlands had a binary system for historical reasons. The way forward is seen, with some re-jigging of types of course, as a combination of the realism of the British binary system with the flexibility of the American model (pp. 74-75).

In December 1975 the Minister for Education and Science (Van Kemenade), together with the Secretary of State for Education and Science, and the Minister for Agriculture and Fisheries presented to parliament their *Memorandum on higher education in the future* (O &W 1976) in which they set out their thinking on long-term policy for higher education and proposals for short-term policy measures, together with relevant Draft Bills.

In Chapter 1 of the memorandum the writers refer (p.4) to the fact that university education had been the subject of intensive discussion since the Second World War.

Towards the end of the sixties this discussion began to concentrate more and more on the new relationship between university education and vocational higher education. Gradually the term "higher education" began to be used in a new sense. In this new sense the differences which existed between university education and vocational higher education were put into perspective, as much more attention than previously began to be paid to what the two forms of education had in common. (O & W 1976, p.4)

In this memorandum higher education is defined in two ways:

- a) according to age of students entering (17 years or older)
- b)) according to the prerequisite level of education (the final examination of HAVO or WVO or an equivalent qualification, e.g. vocational secondary education).

Moreover these prerequisites cannot be seen as absolute for all higher education programmes because, in particular, for certain forms of - often part-time - higher education intended for older students who have had insufficient opportunity to follow secondary education at the right level, account must be taken of other entry requirements. (p.4)

In this memorandum higher education defined in this manner, according to age and level, comprises all education completely or partially financed by the government. Thus it is not limited to full-time day-time education, but also includes forms of education in which people participate in addition to a full-time or part-time occupation (p. 5).

The writers go on to state (p.5) that the memorandum draws lines of policy for the development of higher education against the background of discussion of recent years, by giving a global sketch of the future structure of higher education as they believe it should be developed, together with a number of concrete measures and provisions for the short term which they see as steps in the direction they propose. A phased plan for this thinking is given in paragraph 1.7 of the memorandum.

Looking at developments abroad, it is noted that:

The shift from participation in higher education by a limited category of people to "higher education for many" is a point of

government policy in almost all Western countries....In most Western countries the feeling also exists that the development must go further in order to meet the demand for higher education without a considerable increase in costs. (p.21)

The chief aspects of reform are:

- the widening of access
- greater differentiation between studies pursued
- revision of the length of study and teaching methods
- the institutional structure

It is noted that in many countries the formal entry requirements have been broadened to allow groups who have hitherto not participated in education an opportunity to do so (p.22).

It is further noted (p.22) that by aiming at greater differentiation in programmes, many countries have sought reform outside the traditional universities, which has led to the development of new types of higher education institutions (such as the polytechnics in Britain). But:

The attempts to increase the flexibility of higher education by means of complete units of study (modules) are still in an early phase. Similarly limited is the development of higher education that is independent of time and place. Apart from the British Open University there are no reforms of any significance in this direction in Western Europe. (p.22)

Chapter 3 of the memorandum is concerned with policy in the short term, and picks up on the issue of part-time higher education.

In the previous chapters it has frequently been said that 'higher education for many' presupposes that in addition to

opportunities for full-time day-time education the opportunity will also be given of following higher level study in addition to full or part-time work elsewhere. Such opportunities already exist in the form of evening and week-end classes provided by schools for vocational higher education, universities and colleges, and by the teacher-training institutions. Mention must also be made of the correspondence education institutions, which are not subsidized by the government and which account for large numbers of students.

For two reasons especially the undersigned place great value on opportunities for part-time study. The first reason is that there are many people who would qualify for participation in higher education, but who have missed this chance in their youth due to certain circumstances. Unless these people are offered the opportunity of following higher education alongside their carrying out of a function in society, in so far as they wish it, or need it for their job, they will not have the opportunity of higher education. Participation in full-time higher education later in life is only accorded by exception. In the second place the undersigned have also pointed in what has already been said to the fact that in the future a flexible approach must be taken to the demand for higher education. Not everyone will wish to go into higher education end-on to the secondary education phase. Nor will it be possible to grant everyone a place in full-time day-time education on account of the higher costs associated with it. Spreading as far a timing is concerned, and spreading across full and part-time education will be necessary to allow the maximum number of students to participate in higher education. (pp.90-91)

It is clearly recognized that:

In the long term it will be necessary to develop a co-ordinated system for part-time higher education... This must be worked on in the context of a new structure of higher education.... In this context let it be mentioned that the Committee for the

Development of Higher Education and the Open School

Committee have set up a joint working group to study these questions. In the light of the importance the undersigned attach to these matters, they welcome this. (p.91)

Concern over part-time educational opportunities had been growing in the Netherlands, and, while government had been paying some attention to it, two academics in particular had produced a number of papers dealing with part-time education, of which the most significant for this study is De Goede and Hoksbergen (1976) *Towards the Dutch Evening University*, reported in De Goede and Hoksbergen (1978). This was an empirical investigation of over a thousand working students in tertiary education institutions in Utrecht. The average age was over 31 years and the range 18-60. Asked if the opportunity were offered to start or continue studying at an Evening University², approximately 80% of students said they would take this opportunity. The overall explanation given for this was that it would be compatible with having a job, and students could extend their knowledge up to the chosen levels. A number of respondents said they would take the opportunity if there were flexibility in the curriculum and in the times at which teaching took place.

On the basis of their findings the investigators pleaded for 'the foundation of a separate university for working students, or, in other words, an Evening University, which would be time-tabled to suit the needs of working students, which would have facilities for independent learning, and which would design

² The title of any university to be set up to cater for the needs of working students was considered unimportant by the authors - it might be Open, Evening, Workman's Spare Time - the neutral title of Evening was chosen, though it should not be taken to imply that all teaching would take place in the evenings.

its courses bearing in mind the experience, knowledge and study habits of working students' (De Goede and Hoksbergen 1978, p.454).

In the Autumn of 1976, when the research report appeared, it was not at all clear that government would do anything about the establishment of an open university in the Netherlands (De Goede and Hoksbergen, 1979, p.145).

However, as we shall see, action would be taken.

Gathering momentum

In February 1977 the Open School Committee together with the Committee on the Development of Higher Education produced the joint report *Open higher education* (COS/COHO 1977). In the preface to the report (p.8) the chairmen of the two committees, Dr. R. de Moor (COHO) and Dr. G.H. Veringa (COS) point to the rapid development of open education in many countries, and to the fact that a start had been made in the Netherlands, particularly in the context of the Open School, which was concerned with multi-media or 'open' education for adults. Reference is also made to work by the former Committee on University Education (Commissie Ontwikkeling Wetenschappelijk Onderwijs - COWO) stressing the need to develop programmes for mature students, and for second chance opportunities, as well as to the later pleas by the revised Committee - Commissie Ontwikkeling Hoger Onderwijs (COHO) - for a second way system and an open university. In the meantime, they say, it has become a matter of how, and when, such facilities can be made available. The 1975 government memorandum on *Higher education in the future* (O & W 1976) had shown that higher education policy in the Netherlands was entering a phase of re-orientation, and that it was a matter of producing a coherent policy for the

future of higher education in the long term. Of necessity, open higher education should be seen to be part of this, hence the decision by the Open School Committee and the Committee for the Development of Higher Education³, to undertake an international survey of open higher education and to make recommendations on its function and place.

Both COS and COHO were in agreement with the general thrust of the report, and the six recommendations were as follows:

1. A mass higher education system should include, alongside traditional day-time education, a well-developed second-way system for people who wished to combine study with work or family responsibilities.
2. This second-way system should be considered separately in policy-making, but the coherence of this system with both traditional higher education and education for adults should be guaranteed.
3. An open university must be established as quickly as possible, to provide the following programmes, with the help of multi-media teaching:
 - a) courses comparable to those in universities and vocational higher education institutions, leading to the same diplomas;
 - b) new courses at the level of university and vocational higher education;
 - c) general education courses;
 - d) training and specialist courses.

³ The Committee consisted of Dr R.A. de Moor (Chairman), E. Lietaert Peerbolte, H. Loevendie, C. Schrijner and C.J. Snijders.

4. The open university must be a new and separate institution, making use as far as possible of existing educational resources.
5. The open university should be open to all as regards religious and philosophical persuasion.
6. A Preparatory Committee must be set up as soon as possible with the main remit of advising on:
 - a) the necessary legislation;
 - b) the establishment of the university;
 - c) the study programmes to be provided and the priorities between them;
 - d) the teaching methods;
 - e) co-operation with other institutions, and, once official approval had been given for their advice, with
 - f) the preparation for the establishment, staffing and opening of the open university (COS/COHO 1977, pp.10-13).

The Open School Committee added a seventh recommendation:

7. To ensure coherence within multi-media education, the Open University Committee should be a steering group of the Stichting Ontwikkeling Open School (STOOS) - Open School Development Foundation⁴. This Steering Group would be largely independent , but would need approval from the STOOS general committee for the following 4 points in its annual and rolling plans:
 - 1) pluriformity of religious and philosophical persuasions

⁴ The Foundation that was proposed but never established, as we saw in the previous chapter.

- 2) co-ordination of mass media
- 3) integration of training and education
- 4) the fit between study programmes and other programmes under STOOS, to avoid overlap.

The memorandum on *Higher education in the future* (O & W 1976) had been presented in December 1975, shortly after the publication of the first Contours memorandum, and within the first discussion period of the latter, which meant that many people made known their points of view on higher education as a reaction to this memorandum rather than to the Contours memorandum, but there was general agreement on the need for reform (Contours memorandum 2, p.61). The second Contours memorandum (Follow-up memorandum) summarised and clarified the memorandum on *Higher education in the future*, and, of particular relevance to this study, clearly recognized the importance of part-time education at the higher level:

The extension of opportunities to participate in higher education in addition to, or alternating with the practice of a profession, is of great importance in terms of offering a second chance to people who did not have, or failed to make use of, the opportunity earlier. (p.65)

The second Contours memorandum goes on to say that a Committee had been established, including members from the associated fields of education, to move forward the proposals for a new type of part-time higher education as outlined in the memorandum on *Higher education in the future* (Commissie Part-time Hoger Onderwijs van Algemene Aard - Committee on Part-time General Higher Education) (p.66). However, there might also be other forms of part-time higher education, using other methods.

The possibility of developing a form of open higher education, similar to, but not necessarily the same as the British 'Open University' is considered to be of great importance, as evidenced by our memorandum *Open universiteit in Nederland* [An Open university in the Netherlands (O & W 1977)], and the establishment of a Preparatory Committee. (p.66)

The experience of existing correspondence education institutions and Teleac (Television Academy) would be drawn on (p.66).

The opening up of higher education must be seen in the context of permanent education, and meet the needs of young and more mature people; provision must also be made for training and re-training (p.66).

The memorandum on *An open university in the Netherlands* (O & W 1977) was presented to Parliament on 17 March 1977 (the same day as the second Contours memorandum) by the Minister of Education and Science, J.A. van Kemenade. It contained 'general policy lines for the development of part-time higher education, and, in particular, for the establishment of an open university as a separate institution' (p.1). On the same day the Open University Preparatory Committee (Commissie Voorbereiding Open Universiteit - CVOU) was established to examine and develop the ideas presented in the memorandum.

The memorandum points, in its introduction, to the lack of any special facilities for higher education for students who are in full-time or part-time employment, particularly mature students, and to the demand for this, drawing on the work of De Goede and Hoksbergen (1976) referred to earlier. As well as the need to develop new types of education for such people, there is also the need to

develop cheaper forms of higher education to cope with the anticipated rise in demand (O & W 1977, p.4).

It is also recognized that the new category of mature working students have somewhat different needs, which cannot fully be met by increasing the existing provision for part-time and evening education. This means that new facilities are needed, more directly aimed at the following objectives:

- a) providing an opportunity for higher education to those who, for whatever reason, did not have it earlier;
- b) decreasing pressure on existing higher education institutions by offering a clear and real chance to study later in life;
- c) creating a cheaper form of higher education;
- d) stimulating reform in both day-time and part-time education with regard both to the content and methods of teaching. (p.5)

Such ambitious aims were seen to require a new and separate institution; this institution could have an effect on the whole of higher education, as had been shown by the example of the British Open University (p.5).

The model proposed closely resembled that of the British Open University in essential points, which offered the advantage of being able to draw on experience gained there, especially as the British Open University was willing to co-operate (p.6).

The name 'Open universiteit' (Open university) was chosen despite two obvious disadvantages: the suggestion of a complete analogy of the British model, and

the suggestion that it would be limited to the equivalent of 'university' education (p.6).

The memorandum makes it quite clear, however that the intention is that the Open university courses will be in the style proposed in the memorandum on *Higher education in the future* (O & W 1977), that is, they will include both pure academic and higher vocational courses (p.6). Advantages of the chosen name are perceived as the following:

- a) the concept of 'open university' was widely understood;
- b) the idea of open access was implicit in the name, and British experience had shown that large numbers of people without the traditional entry qualifications were interested (p.6).

Education in the Open universiteit would be specifically geared towards part-time students. This would have the advantage of avoiding, for the time being, the regulations for paid educational leave, the question of which was under discussion at that time by the committee set up by the Social-Economic Council (p.8) i.e. the Commissie Betaald Educatief Verlof -Committee on Paid Educational Leave (see Chapter 3).

It is envisaged within the memorandum that teaching in the Open universiteit will be multi-media in nature (p.11), on the analogy of the British Open University, comprising the following elements:

- * radio
- * television
- * tape recorder/video recorder

- * telephone
- * personal tutorial help by means of study advisers
- * personal contact with teachers and fellow-students during a communal study week.

Although preference is given to a separate establishment for the Open university, the brief of the Preparatory Committee will include working out, and advising on, what is the best organizational form. Costs must be borne in mind, and use made of existing facilities wherever possible. The experience of the Association of Correspondence Education Institutions (Vereniging van Instellingen voor Schriftelijk Onderwijs) and the Committee for the Development of Local Educational Networks will need to be sought, and the relationship to the Open School thought through, particularly as this decision to go ahead with an Open university has somewhat pre-empted points of view being defined in the third report (COS 1977) of the Open School Committee (p15).

In this context the memorandum on *An open university in the Netherlands* makes the following observation:

The choice for the rapid development of an Open university does not mean there is any question of a change in priorities in education policy. The first priority remains the creation of good provision for the weaker elements in society, who have hitherto had insufficient opportunities for education. The realization of an Open university is however also necessary in order to increase opportunities for those who wish to acquire further knowledge, insights and skills at a later stage in life. (p.15)

Let us turn again, for a moment, to the general situation in higher education in the Netherlands. In May of 1978 the Minister of Education and Science (by now

Pais) presented to Parliament a further policy document on mass higher education *Hoger onderwijs voor velen* (Opening up higher education) (O & W 1978)⁵, moving on from that of his predecessor, Van Kemenade, *Higher education in the future* (O & W 1977). Dutch higher education was facing the problem of demand from growing numbers of people in the late 1970's, as a result of more people transferring from secondary education, more female students, and greater participation by older people. It was expected that until 1985 there would be an increase in the size of the relevant age group, but that although this would have returned by 1990 to the same size as in 1978, in 1983/4 there would be a 10% increase in the number of students wishing to enrol in universities, as well as an increase in the number wishing to enter the non-university sector. Demand generally was expected to increase. For university education the maximum conceivable would be maintenance of the 'zero-growth' line. Increased financial resources for one area would have to be compensated for by savings made elsewhere. Put briefly, 'The objective of the policy that is being pursued by the undersigned [i.e. the Ministers of Education and Science and of Agriculture and Fisheries] is to make higher education accessible to the many while at the same time adhering to the principle of "zero-growth" for university education'(O & W 1978, p.5). The policy would entail the following:

- a) The restructuring of higher education with regard to the length of time for degree studies, and a closer relationship between the university and non-university sector;
- b) the creation of better opportunities for pursuing higher education

⁵ The memorandum is summarized in Kallen, D. (1979), and also available in an English version (See under O & W (1978)).

concurrently with a full-time job. This would involve i) seeing whether existing part-time programmes in the non-university sector could be reinforced ii) the creation of new opportunities for part-time study. The proposals of the Open University Preparatory Committee were expected to be relevant in the context of the latter (p.6).

It will be useful to bear these points in mind as we move on to look at the translation into reality of the concept of an 'Open university'.

Realization of the idea

The Open University Preparatory Committee⁶, established in 1977, had been charged with the bringing out of a report not later than one year from the date of its installation, aimed at a possible start in 1979, and with taking in to account the recommendations of the COS/COHO report on Open higher education (COS/COHO 1977) with regard to the following:

- a) organizational form
- b) relationship to other higher education institutions
- c) relationship to the remaining educational institutions
- d) the design of education
- e) an open admissions policy
- f) finance and time-scale
- g) the headquarters.

⁶ The Committee consisted of experts from higher education institutions together with two advisers and a secretary from the Ministry of Education and Science. The Chairman was Professor R.A de Moor.

In addition the Committee was to keep in touch with the Open School and with other relevant government departments such as the Ministry of Agriculture and Fisheries.

The Committee published its interim report in March of 1978 (CVOU 1978) with outline proposals, and the final, definitive report was presented to Parliament by the Minister of Education and Science (Pais) in March 1979, *The Dutch Open university* (O&W 1979a). Some of the most important proposals and conclusions are summarized below, taken from the report's own summary (O & W 1979a, pp.9-14).

- The Open university should be open as to access, study choice, pace, time and place of study.
- It should be the only higher education distance teaching institution in the Netherlands financed by the government, but it need not, and should not, be the only institution for open higher education.
- Through the Open university the government hoped to achieve the following political aims:
 - a) second chance higher education;
 - b) an alternative route through higher education, thereby reducing pressure on full-time education;
 - c) a cheaper form of higher education;
 - d) the encouragement of innovation across higher education.
- The Open university would offer courses equivalent to those provided by universities and vocational higher education institutions, but the distinction would not be between the two categories, but between long and short programmes (the latter being also part of the former) leading

either to the licentiate degree or the 'doctoraal'⁷ degree, and of the same standard as such four year programmes envisaged by government for all universities.

- The Open university would not provide postgraduate research training, though it might be desirable to provide postgraduate professional courses. Refresher courses and non-degree programmes at higher education level would also be needed.

Teaching

With regard to teaching - self study supported by printed course materials would be central, supplemented by video and audio tapes, television and radio, and computerized instruction. There would also be working groups, laboratory work, practical work and projects, together with tutoring by telephone and in study centres. The basic teaching unit would be the course, consisting of one or more modules, with a module defined as 100 hours of study.

- Open university courses should be useful for the labour market, and/or other social activities, and/or further the intellectual or cultural development of the student.

Admission

- Admission would be open to all people over 21 years of age, though younger students would also be admitted provided they had at least a

⁷ Roughly equivalent to the English taught Masters.

certificate entitling them to enter vocational higher education. (This was in recognition of the need for a 'second way' provision in higher education (p.89)). Co-operation by the Open university with other institutions would be needed for those who required preparatory education, but the Open university would not undertake this.

- It was envisaged that once the Open university had reached capacity there would be at least 20,000 students taking degrees, with a further 20,000 occasional students.
- Teaching would begin two and a half years from the date of the approval for the establishment of the university.

The Minister of Education and Science lost little time in responding to the proposals. In October 1979 he presented to Parliament his policy document on *The establishment of an open university in the Netherlands* (O & W 1979b) based on the proposals by the Open University Preparatory Committee, and asking, in the accompanying letter (p.1) for its discussion in parliament in the Spring of 1980, in view of its importance.

The first chapter of the document (O & W 1979b, p.5) gives a reminder of government policy on education:

- the promotion of personal development
- the promotion of active and democratic citizenship
- the promotion of social and economic resilience

and points out that, as the report on *Opening up higher education* (O & W 1978) had made clear, this would entail a policy aimed at making higher education as widely available as possible, within reasonable limits (O & W 1979b, p.5).

In the context of the Government's efforts to make flexible and diversified education widely available, I consider the expansion of second-way provision in higher education by means of an open university to be of great importance. (p.4)

After further discussion and the passing of the appropriate legislation, the Open university was established in 1982 and began its first teaching year in 1984.

Libraries and information in the Dutch Open university: the views of government and committees

In the memorandum on *An open university in the Netherlands* (O & W 1977), in opting for an independent open university, the Minister of Education and Science (Van Kemenade) none the less expected that wherever possible use would be made of existing facilities (p.15). In considering direct student needs (such as libraries) the Minister expected that these would be housed in the study centres which, on the analogy of the British Open University, would be where face to face contact with students would take place (p.16).

The summary of the *Main features of the Dutch Open University*, the Open University Preparatory Committee's interim report (CVOU 1978), refers to the need to use existing buildings for its regional centres. The use of libraries and equipment is also mentioned (p.15). Although not explicitly stated, from the context it would appear that the intention here was in relation to the use of existing institutions and their libraries.

In its final report (O & W 1979a) the Dutch Open University Preparatory Committee sees 'independent study with the aid of printed correspondence materials' as being at the heart of Open university education (p.15). The importance of independent reading is stressed and regarded as playing as important a role as in other higher education institutions (p.58), but there is no indication of how this was to be achieved except that provision would be made in the study centres for the borrowing of library books (p.91). Libraries (no type is specified) feature among the places seen as where information on the Open university may be obtained (p.92).

The question of a library for the Open university itself was not resolved at the time of the report, and the possibility of students' use of public libraries is not referred to. These points will be returned to in the later sections of this chapter.

The policy report on *The establishment of an open university in the Netherlands* (O & W 1979b, p.40) by the Minister of Education and Science (Pais), which followed upon the final report of the Open University Preparatory Committee, makes a further reference to the use of study space and library facilities in existing institutions. Again this is apparently with educational institutions in mind, since the remark is made in the context of objections from the Council for Education (Onderwijsraad) that the proposed Open university will have no connections with the normal education system.

By 1981 a certain amount of detail had already been worked out by the Preparatory Committee with regard to library provision for the Open universiteit. On the occasion of the re-opening of the Tilburg Public Library, Prof. R.A. de Moor (1981) (Chairman of the Preparatory Committee) refers to the importance of public libraries for Open universiteit students. By this time the

location of the university headquarters is known (Heerlen) and the expectation is that there will be some 24 study centres.

Given that students would be spread all over the country, it was evident (according to De Moor) that there was little sense in setting up library services for them in the headquarters, since they would only be able to use them by post. Moreover it would not be very efficient to establish libraries in each of the study centres. Therefore, the Committee had come to the conclusion that the library in Heerlen would be for staff only, and then limited in scope, so that for research purposes the staff would turn largely to other universities. For students the best solution seemed to be that they should make use of existing library services - public libraries, the regional support libraries, and university libraries.

I am of the opinion that in any case Open university students must have access to the libraries of universities and vocational higher education. The deliberate aim has been to establish the Open university in such a way as to make maximum use of existing provision. But such a policy must not be at the expense of the students. (p.248)

According to De Moor (p.248), many students would live closer to a public library than a university library, hence it would be easier for them to use the public library, although the services might be limited given the function of public libraries and the resources available to them. As far as purchases were concerned, he saw these as being confined normally to set reading, and possibly some of the recommended reading. The public library would be the first step in the loan process. He expected that the Regional Support Libraries⁸

⁸ In 1969 the state gave 13 libraries (some of them old, scholarly county or city libraries, some of them large public libraries, some of them combined public and academic libraries) the remit of

would be able to offer a wider range of services, including set and recommended reading and a broader collection of mainly Dutch language literature. Students should be able to draw on these libraries when studying topics of their own choice. When it came to more specialized research literature it would be necessary to use university and other academic libraries. It would be mainly 'doctoraal' students, towards the end of their studies, who would need to do this. The Regional Support Libraries would also be able to provide more help with literature searches and in terms of loans.

However, De Moor also saw a further role for the Regional Support Libraries. The Open universiteit hoped as far as possible also to make use of existing facilities for its study centres. Obviously the first places that came to mind were academic institutions where contact could take place between staff and students, where computers and play-back equipment for audio-visual materials could be placed, and where use could be made of existing library facilities. The

supporting students in vocational higher education and other people undertaking academic study outside the universities. They were known as Regional Support Libraries (Regionale Steunbibliotheken - RSB), and subsidies were made available. The RSBs were incorporated into the Public Libraries Act of 1975, Article 25. Later the name was changed to Regional Academic Support Libraries (Regionale Wetenschappelijke Steunbibliotheken - WSB).

These libraries came to play a vital role with regard to the Open universiteit, as will be seen later. They had, and have, no counterpart in Britain. Their duties included collecting and making available academic and specialized reference works and monographs, bibliographies and specialized periodicals. They were also to support inter-library loans, by handling requests from individuals, libraries and institutions in their region, in the first instance from their own resources, and, these failing, by calling on national collections, university and polytechnic, or other libraries. A third task was the provision of bibliographical information to individuals, libraries and other institutions, carried out by subject specialists.

A fuller account of the RSBs for the period reviewed in this study is to be found in BEDAUX, C.J (1987).

Regional Support Libraries could also be suitable places for a full, or partial, study centre, in areas where there was no suitable higher education institution.

The libraries' reaction

The above paragraphs have outlined the development of the Open universiteit and indicated the Preparatory Committee's thinking with regard to library provision. Let us now turn to examine the reactions of the library profession as the information began to filter through.

The lobby

The final report of the Open University Preparatory Committee (O W 1979a) appeared in March of 1979. In the October issue of *Open* C.M. Elderink (Elderink 1979) examines its implications for libraries. Since the Open universiteit is envisaged as providing only very limited facilities itself, he expects that there will be some increase in demands on existing libraries, and feels that some prompt reflection on the likely consequences is advisable. His article is intended as a first step towards both that and some concrete suggestions for an efficient service to Open university students wherever they may reside (p. 484).

After a brief explanation of the political background to the Open university, he moves on to provide some information about its structure and the nature of its teaching (pp. 485-488). There will be a headquarters employing some 400 people, which will include a department for the printing of course materials (in so far as this is not out-sourced) and for the distribution of materials. Other departments and services include a small library for staff. (The location of the

headquarters has yet to be determined). There will also be four regional offices (one each in the North, South, East and West of the country) and each region will have six study centres in strategic places, where students will receive tutorial help and where certain study facilities will be available, such as rooms for meetings, audio-visual materials and play-back equipment, computer terminals and library lending facilities (though what is meant by this is not known). No student should have to travel more than 25 kilometres to a study centre.

It is envisaged that there will be 9 discipline areas:

1. organization, business and management
2. education
3. English studies
4. law
5. business economics
6. psychology
7. social sciences
8. natural sciences
9. technology.

The Open University Preparatory Committee sees independent study, supported by printed course material, as being central. In addition there will be audio and video tapes, television and radio broadcasts, and use of computers.

Independent study will be supplemented by work groups, practical work, research projects, and individual feed-back on written work. The Committee has also referred to the importance of independent reading, which it felt should play an important part in the studies, as in other higher education institutions. There will be set and recommended reading.

Consequences for existing libraries

Elderink (1979) then moves on to examine the consequences of the coming into being of the Open universiteit for the different sectors of the library system, and the different service options.

Regional Support Libraries

What strikes him in particular (p. 489) is that only the thirteen Regional Support Libraries, via FOBID (The Federation of Library, Information and Documentation Organizations - Federatie van organisaties op het gebied van het bibliotheek-, informatie- en documentatiewezen) have made any input via the normal channels to the Open University Preparatory Committee with regard to the relationship between the Open university and existing library services. FOBID had written to the Committee suggesting that these libraries be involved in the provision of literature for future Open university students.

1. These libraries hold the set and recommended reading.
2. Open university students could use their collections (which, as well as frequently asked for academic works, also include more specialized works such as theses and works in foreign languages) when looking for material for essays, for instance.
3. Open university students could use the study facilities.
4. Audio-visual materials could be used there.

In addition, it should be noted that these libraries act as a regional support point for inter-library loans - an important point for the committee, since this means material can reach even the smallest of places.

Elderink (1979, p.490) reports that FOBID also had the opportunity to put its views to the Open University Preparatory Committee on the occasion of one of the open hearings organized by the Committee at national level, and that the chairman had let it be known that they were very taken with the FOBID offer, and liked the suggestion of placing study centres in, or near to, a Regional Support Library.⁹

Elderink (1979) goes on to point to the fact (p. 490) that the Regional Support Libraries are a type of public library, and function as a network to support users when needs cannot be met from within an individual collection. Their services are virtually free to the user, including postal services. These libraries are aimed at four groups: students in vocational higher education, students travelling to universities and polytechnics, graduates who wish to keep up to date with their subjects, and people studying for pleasure. Thus their catchment areas are not too great geographically. It seems evident to him that the Open University Preparatory Committee should press them into service to meet the needs of its students, especially as this would help keep costs down (p.491).

Academic libraries

The second group of libraries seen by Elderink (1979, pp.491-492) as likely to be affected by the arrival on the scene of Open university students are the university and polytechnic libraries. Up to now their loan policy with regard to people outside their own institutional membership has been liberal, including postal facilities. However, they are coming under pressure from increasing

⁹ It will be noted that De Moor alludes to this in his Tilburg speech (De Moor 1981, above.)

demand¹⁰ and reductions in staffing. There are some special reasons why Open university students will need these libraries. The Regional Support Libraries hold no very specialized literature, particularly literature in languages other than Dutch; their holdings in science and technology are weak; and their holdings of older literature are also limited. They are not equipped to undertake on-line literature searching.

Public libraries

The third group of libraries identified are the public libraries, and Elderink (1979, p. 493) expresses surprise that the NBLC has not reacted early on to the plans of the Open University Preparatory Committee. Possible reasons for this he sees as the turmoil caused by the new Public Libraries Act, or the disappointing experience of British public libraries with regard to the British Open University. This had been fully reported some years earlier by Frans Stein (1977b) following a visit made in the context of the Open School¹¹. None

¹⁰ It should be remembered that this was a time when student numbers in higher education were increasing, against a background of reduction in funding.

¹¹ Stein (1977b, p.34) pointed particularly to problems with the recommended reading lists themselves, and to the low use made by students of the recommended reading, with the result that many libraries which had initially attempted to build up a special collection stopped doing so. There was also disappointment that the British Open University had not chosen public libraries to house its study centres. Librarians had hoped that the British Open University would give its students more scope for independent study than had proved to be the case.

The other side of the picture painted by Stein is, very briefly, that the British Open University had no way of ensuring access to libraries and relevant materials for its students, many of whom were in remote areas and some of whom were disabled, other than through the course materials it supplied, the broadcasts, and the texts students were expected to purchase. In order not to disadvantage students it was expected that they should be able to obtain a basic pass by reference to these alone. Library experience was provided at residential Summer Schools, there were films on the use of public

the less, and despite the fact that the public libraries are in financial difficulty, some of them being forced to cut down on their services, there is a role for them with regard to Open university students. At the very least students can expect an inter-library loan service, and the public libraries do purchase academic texts, in the Dutch language, for which there is a frequent demand.

Need for co-ordination

In his concluding remarks, Elderink (1979, p.497) draws attention to the need for a co-ordinated approach to literature provision for Open university students, and suggests the establishment of a group, at national level, to look at what is needed and come up with proposals. Co-operation will also be needed at regional and local level between study centres, Regional Support Libraries, and other libraries. Discussions could be held on the more practical aspects of service - library tours, instruction in the use of libraries and literature, purchase of set and recommended reading, use of audio-visual materials, lending facilities and arrangements for on-line literature searching.

In 1982 Elderink is again to be found writing in the professional press on the topic of the Open university, adult education and public library work (Elderink 1982), giving a detailed critique of the development of the Open university and the latest information on study centres (now to be 18 not 24) and courses. Moreover there were to be 70 to 80 information points where students could obtain information on the university, and some of these would be in public

and academic libraries, and before long instruction in the use of libraries and literature was included in the course materials.

libraries. In the 9 discipline areas there would be 312 courses, each of 100 hours study time. A module would be divided as follows:

- * 40 hours for working on the printed material developed by the university
- * 40 hours studying existing publications
- * 3 hours on progress tests
- * 2 hours on audio tapes
- * 2 hours on video tapes
- * 3 hours computer-based teaching
- * 9 hours contact with tutors
- * 1 hour for the examination

He lays down the following challenge for librarians:

...What the arrival of the Open universiteit will mean for public library work depends to a considerable extent on us ourselves, on our readiness and potential to play a part in this new form of education. (Elderink 1982, p. 281)

People should get to work without delay, since the problem of Open university literature needs is one that can be examined (p.281).

Elderink (1982, p.281) points to the fact that already in 1978 Prof. De Moor had let it be known he expected a helping hand from libraries, in response to the approach from FOBID and the Regional Support Libraries. The details of how this might be done had been worked out in a brochure directly following the final report of the Open University Preparatory Committee, and given to Dr. Leibbrandt of the Open universiteit. The text had been printed in *Open*¹². Copies had also been sent to members of the Parliamentary Committee on

¹² See Elderink (1979) above.

Education. Librarians had attended conferences where De Moor was speaking on the Open university, on the chance that libraries might be on the agenda. Contacts had been made and papers sent out - in short, much hard work had taken place.

In June 1981 this had had some pay-off when De Moor let it be known in his Tilburg speech (De Moor 1981) that he envisaged extra work for the Regional Support Libraries, as well as academic libraries, and that he expected students to use public libraries. He saw a particular role for the Regional Support Libraries.

And with this the first far-reaching political statement about the relationship between public libraries and the Open universiteit became a fact. (Elderink 1982, p.282)

Commenting on this period of 'lobbying' Elderink (1982, p.282) concludes that too few people and organizations from the library side had been involved, with, as a result, insufficient 'pushing power' on the politicians and ministers. Where had the NBLC been? Where were the reports from the Library Advisory Council [Bibliotheekraad]? Why hadn't the field (including academic and special librarians) put their heads together? That was now about to happen under the FOBID banner (as readers of this study will see below), but time was very short.

In June of 1982, according to Elderink (1982, p.282), E. Schuyer of the Open universiteit, in a talk to the heads of the Regional Support Libraries, at one of their regular meetings, had told them that the Open university was about to start making a *Library file*, and that another priority was a part-course on handling information. He considered regular discussion with the library field to be useful, preferably in a working-group. Schuyer was counting on the backing of the Regional Support Libraries as well as the rest of the public library field,

for help with student literature needs, and was in touch with the Library Advisory Council.

However, despite the accusation above, we can see that the Library Advisory Council had not been totally inactive. A letter of 14 March 1983 (Bibliotheekraad 1983) to the Minister of Education and Science (Deetman)¹³ reveals that a delegation from the Council had met with some officials from the Department (the chairman and secretary of the project group on the Open universiteit), officials from the Department of Libraries within the Ministry of Welfare, Health and Culture, and representatives of the Open universiteit, at their request. The reason for this meeting had been the Department's intention to take a decision with regard to the Open universiteit. During the meeting there had been informal exchange of ideas on the choice of the regional Open university centres, the relationships with, and consequences for, public libraries and the Regional Support Libraries, and costs. The letter sought to draw attention, once more, in writing, to certain points considered in the meeting.

It is clear that the establishment of the Open universiteit will bring with it a considerable demand for academic literature. The Open universiteit will not be able to meet this (entirely) from its own resources; a call will inevitably be made on the larger public libraries, particularly those with a regional support function.

In the proposed choice of locations for Open university centres a number of criteria and considerations played a part. One criterion that is not explicitly set

¹³ The letter was copied to the Minister of Welfare, Health and Culture and the Open universiteit..

out in the report *Dichtbij op afstand* [At a distance nearby]¹⁴ is the presence, or absence, of a local Regional Support Library.

The letter goes on to point out that study centres have been proposed for 9 out of the 13 places where Regional Support Libraries are located, or 14 if one uses the 19 locations which the Library Advisory council had proposed as support libraries, in its report of May 1980¹⁵. The Council urged the Minister to reconsider, pointing out that using other facilities would incur higher costs, or provide less adequate support.

The letter also pointed out that even with the subsidy available the existing Regional Support Libraries would not be able to meet the anticipated demand from the Open university. Additional resources would need to be found from the Ministry of Education and/or the Open universiteit itself.

The FOBID Committee

In July 1982 FOBID established its Committee on the Open university [Commissie Open universiteit¹⁶], with the following brief:

¹⁴ Open universiteit (1982) *Dichtbij op afstand: de studiecentra van de Open universiteit* [At a distance nearby: Open university study centres], Heerlen, Open universiteit.

¹⁵ Bibliotheekraad (1980a) *De regionale steunfunctie van bibliotheken. Advies aangeboden aan de Staatsecretaris van CRM op 14 mei 1980* [The regional support function of libraries; report presented to the Secretary of State of Culture, Recreation and Social Work on 14 May 1980], 's-Gravenhage, Staatsuitgeverij.

¹⁶ Members included Dr. J.L.M. van Dijk, University of Limburg (Chairman), Dr. A.B.A. Schippers, Librarian of the Open universiteit (Deputy Chairman), M. Bartling from the NBLC,

Given the special nature of the Open university

- 1) to establish to what extent existing library provision can meet the literature and media needs of Open university students;
- 2) to establish the areas where existing library provision cannot, or cannot adequately, meet the needs;
- 3) to advise FOBID as to what extra provision and facilities may be needed;
- 4) until further notice, to act as an information and co-ordination centre, to ensure that prompt notice is given of developments with regard to the Open university, and to steer co-operation between libraries in the right direction. (FOBID 1984, p.2)

The Committee notes in its introduction to the report (FOBID 1984, p.2) that in developing the Open universiteit emphasis is being placed on the optimal use of existing facilities, including library facilities, and that to attempt to provide adequate library facilities in study centres would not be cost-effective, given the geographical distribution of students and the range of disciplines.

It identified three lines of action in attempting to determine to what extent the literature and non-book needs of Open university students could be met from existing provision:

1. an estimate of needs based on data on the nature and scope of Open university courses and the expected take-up;
2. a comparison of the Dutch situation with distance higher education in other countries, especially the British Open University¹⁷;

Drs.C.M. Elderink, national readers' advisor for the Regional Support Libraries, and others from the public library sector.

¹⁷ The German Fernuniversität was also examined.

3. an evaluation of library needs based on data on students in higher education in the Netherlands.

By July of 1983 the location of study centres had been determined - 18 in number, 14 in places with an established, or proposed, Regional Support Library, and/or an academic library.

From the information gathered an estimate was made (p.11) of the ratio of students to the different types of library (public, regional support, academic), with breakdowns by discipline and courses. The estimate was based on the assumption that students would only need to use the library in the final stages of their studies, i.e. about a third of the student population.

Policy aspects

The second part of the report deals with policy aspects (pp. 13-16). The fundamental question facing libraries was whether they could undertake much extra work for Open university students when they were already being confronted with considerable cuts and increasing pressure on services. In such a situation it would seem best for the Open university itself to provide as much course material as possible (as was the case in the British Open University) and for the demand on libraries (both public and academic) to be incidental. However, the Committee did feel that there was a role and a place for libraries, for the following reasons:

- criticism voiced against the British Open University by the library field that students were 'spoon-fed', and incapable of conducting independent literature searches;

- Open universiteit students would not be concentrated in particular places;
- the needs of Open universiteit students would be fairly similar to those of the polytechnic students. Greater pressure on collections would be off-set by a better return on use.

Key points

The key points of the Committee's deliberations were as follows:

- Local public libraries which did not have a regional support function were likely to be used by students only for inter-library loans and study space. They were not expected to build up their collections for Open universities students.
- The Regional Support Libraries were seen as playing an important role in the provision of literature. There should be a link with the study centre, and if possible it should be in the same building.
- The Regional Support Libraries would provide inter-library loans, lend material from their own collections, and make accommodation available. It would be desirable for them to have all the set and recommended reading, and also the course materials.
- Open universiteit students should be able to use the library on the same terms as other users with regard to study space, audio-visual equipment and on-line information retrieval facilities. There should be a member of staff with designated responsibility for the study centre (readers' advisor/subject specialist).

In the opinion of the Committee, more advanced Open university students, on introduction from the study centre, should be able to use other academic and special libraries, on the same terms as staff and students of those institutions. It would be desirable for these libraries also to have a designated member of staff to liaise with the study centre and the Regional Support Library member of staff attached to it.

Costs

The Committee did not anticipate any substantial extra costs for public libraries that were not Regional Support Libraries, although there would be a rise in inter-library loans. Similarly, for academic libraries there need be no direct extra costs, though help to Open university students with literature searches and any increase inter-library loans should not be discounted. The costs for the Regional Support Libraries for the acquisition of supplementary literature would be limited if the Open university advised students to purchase the set reading. Other costs - study space, reference material, inter-library loans, information retrieval, computers, staff - could be considerable, especially if opening times were changed to help Open university students. If the Open university used the Regional Support Library as a study centre, these factors could be handled in an agreement between the two institutions. If the study centre were elsewhere some supplementary funding would be necessary.

Recommendations

The Committee made the following recommendations:

1. Discussion should take place as soon as possible between the Open universiteit and the Regional support Libraries.
2. Regional Support Libraries should hold all the Open university course materials, including the set and recommended reading.
3. Open university student requests for inter-library loans should follow the normal procedure.
4. Extra costs (equipment and staff) should be borne by the Regional Support budget, which should be increased for this purpose.
5. Open university course materials should include instruction on the use of libraries and literature.
6. There should be a permanent consultative body for the Open universiteit and libraries.
7. As soon as possible there should be discussions between the Open uuniversity and the Regional Support Libraries on instruction in the use of libraries and literature.
8. Open university reading lists needed to be available in plenty of time before the start of courses.
9. In locations where there were study centres, the Open university and the Regional Support Libraries should aim at compatibility of hardware and software with regard to audio-visual materials and computer-based teaching.

Working out the relationship

In September of 1984 we find the Librarian of the Open universiteit writing in the main public libraries journal, *Bibliotheek en samenleving*, on the relationship between the Open universiteit and libraries (Schippers 1984). We learn that course material is being developed by a relatively small number of academic staff working in conjunction with colleagues in other academic institutions and experts from the business field. The Open university has made arrangements with other higher education institutions for 'hiring' personnel, and for the use of laboratories. The 18 study centres will have counsellors to advise and tutor students, they will house computers also and play-back equipment for the audio-visual course components which will accompany many of the courses.

Although the Dutch Open university is different in some ways from the British Open University and the German Fernuniversität, it faces the same problems with regard to library provision for students. Many of these problems have already been described by Frans Stein (1977b) and are summarized by Schippers as follows:

- It appears that the use of libraries by distance students is limited, certainly in the early stages of study, by the fact that:
- because of travelling time and the time taken to request materials, the use of libraries makes a relatively large demand on the limited time students have;
- the required literature is not always available, or available immediately;
- the course material is sufficient. (Schippers 1984, p.273)

It is noted that the library profession has pointed to the responsibilities of educational establishments for ensuring that students are familiar with the

relevant subject literature and capable of keeping up to date in their areas. More recent experience (particularly in Britain) has shown that in the later stages of study use is made of libraries, provided enough attention is paid to this. Co-operation with libraries in making provision for students is viewed positively.

Schippers (1984, p.273) is of the opinion that it would be unjustifiable on the grounds of cost-effectiveness for the Open universiteit to provide directly for students and that the government's decision to make use of existing resources is the correct one. However, he questions the assumption that no extra financial resources should be made available. It is still not possible to predict to what extent costs may rise as the result of use by Open university students.

First of all more insight is needed into the financial consequences of the chosen policy, and the co-operation of the public libraries is needed for this.

Meanwhile, despite the pressure of cuts the Open university has made some money available for limited library provision, in the study centres and the Regional Support Libraries. The Regional Support Libraries, and public libraries in places where there are study centres but no Regional Support Library, will receive copies of Open university course materials, including the audio-visual materials. They will also receive copies of the lists of set and recommended reading, for information.

Public libraries have long had an important educational function. This function can be strengthened by co-operation with the Open universiteit. Three aspects can be distinguished:

- publicity
- the making available of facilities
- referrals. (Schippers 1984, p.273)

Publicity The public library network is ideal for publicity on distance higher education. The first campaign had sent all the material to the NBLC, maybe there are better ways.

Availability of materials It is not expected that students will make much use of libraries in the early stages. They are being strongly advised to purchase the set reading. However, they may well have needs for revision and updating purposes, given their educational backgrounds. Libraries, and particularly public libraries can also fulfil an important role by providing students with space and play-back equipment. Evening and Saturday opening is important for them, and for others who wish to study independently.

Mediation Later on students will need to use academic and special libraries. Improvement of access to and loan facilities from these libraries would help keep down inter-library loan costs.

The Open university librarian is aware (p.274) that both public libraries and the Open university are under pressure from the current cuts, and that as far as the function of libraries in distance education and independent study is concerned much remains uncertain.

But with some effort from both sides it must be possible in the years ahead to extend the educational function of the public library further. I hope that I have made it clear that the open university is very positive with regard to such co-operation.
(Schippers 1984, p.274)

In an article in *Open* in 1985 we find E.H. Schuyer of the Open university staff writing on the topic of Open university students and library services (Schuyer 1985), and attempting to give an inventory of the ways in which students will

use libraries, a matter which has become a reality now that the university is up and running.

Part of the need he sees will be for material to supplement courses, even when most of the material is provided in the courses or students are advised to purchase it, and given the expected numbers of students (50,000 in the full state), each taking 4 courses a year, even a small demand on their part could be considerable (p.35).

Schuyer (1985, p.35) also picks up on a point made in the FOBID report (and elsewhere) concerning criticism for 'spoon-feeding' students' from the library field and other sources, and states that for higher level courses, where numbers will be smaller, library use can be made essential on educational and academic grounds. Schuyer goes on to say that there is some thinking within the Open university that it can make the necessary provision itself in its study centres, but he does not believe this will happen - the problems will be too great (p.35).

He goes on to summarize (p.36) how the Open university sees the use of libraries. For the early years of study, policy will be to encourage the students to purchase set reading, and recommended reading will be distributed to the study centres. This should keep the demand on libraries down, and what demand there is will be mainly for introductory level works. Later on, on higher level courses, when numbers are smaller, students will be required to use libraries on a limited scale.

With regard to what the Open universiteit has done to bring this about, he has the following to say (p.36). Firstly it has tried to get study centres set up in libraries or in institutions with good library facilities. These centres will hold all the course materials (including audio-visual materials) and all the set reading, for reference. In the future, a reference collection will also be built up with at

least the recommended reading. In addition the Regional Support Libraries will receive all the Open university course materials (including audio-visual materials) for free, or at a very small charge. In places which have a study centre, but no Regional Support Library, the materials will be made available to a public library.

The first outlines for courses will attempt to identify set and recommended reading, and the set reading will eventually be published in the study guide. Arrangements will be made with publishers with regard to set books, to keep them in print for a number of years and to keep the price down for students. Articles will also be published in Readers (collections of texts) specially prepared for the Open universiteit. and which will either be included in the course materials or which students will be required to purchase.¹⁸.

The Open university student population is highly differentiated, and so are students' needs, which does lead to some problems (p.37). Time and cost are both important factors, but so is the open access. The latter may give rise to a small demand for literature (not supported by the university) for bridging and updating material¹⁹. There is another matter on which the university would be particularly grateful for assistance from librarians, and that is publicity - making leaflets available (p.37).

Moving on to look at higher level courses, Schuyer (1985) sees the use of academic and special libraries as essential, but can offer little as to its extent. There will undoubtedly be an increase in the number of inter-library loans, for

18 Readers familiar with the system in the British Open University will find echoes here.

19 See the point made by Schippers (1984) above.

which some financial recompense may be needed, but a full passing on of the costs would be too high, and place the Open university in conflict with its social purpose. It would, moreover, raise moral and philosophical problems as to who owns the collections and for whom they are intended (p.37).

In this context he makes a plea for the introduction of a library pass (something which has been under discussion for years), and for an experiment to be made with Open university students.

Summing up, Schuyer (1985, p.38) identifies further points on which, in co-operation with library organizations, the Open university can help. The first is for a library guide²⁰, to be given to all students when they first register. The second is very different - further training for librarians.

In the same number of *Open* J.L.M. van Dijk (1985), Chairman of the FOBID Committee, makes the content of the report known to a wider public, and urges librarians not just to wait and see what happens, but to use the time before student numbers build up to take the opportunity of creating a 'purposeful and well thought through policy' with regard to the Open university (p.43).

Although at present the university is not putting any great pressure on library services, the Committee is of the opinion that there is a role for them. He gives the following reasons (pp. 43-44).

The Open university is a 'second chance' opportunity to make good the deficiencies for those who have missed higher education or whose knowledge has become outdated. This government policy can mean new tasks for

²⁰ By 1988 the Open university had developed guides to the most relevant libraries in a particular region, and a directory to collections in the Regional Support Libraries was in preparation.

libraries, but they should see this as an opportunity for co-operating with, or furthering the education of adults, a task that flows directly from their own objectives, not as something imposed from above. This is primarily the case for the public libraries and the Regional Support Libraries, but academic libraries cannot disassociate themselves entirely on account of their responsibilities to society.

Van Dijk (1985, p. 44) picks up again on the criticism levelled at the British Open University for 'spoon-feeding' its students, and stresses the importance of instruction in the use of libraries and literature, a point which has been repeatedly in recent years. He urges librarians to press for adequate attention to these matters in Open university course materials.

The FOBID Committee report had been of a provisional nature - that was reflected in its title - and the Committee had declared in its Preface that it was working (inevitably) on the basis of inadequate information with regard to anticipated library use and student numbers. By the time Van Dijk (1985) was writing, the original student number predictions of 1982 for 10,000 enrolments in September 1984 had already been well and truly surpassed.

Some concluding remarks

There were many similarities in the early years between systems in the Dutch and British Open universities, with staff coming to Milton Keynes to examine work there. As far as arrangements for students to use libraries were concerned there was also the experience of the Fernuniversität, in Hagen, to draw on. However, the ultimate choice was for a system close to that operating in Great Britain - a small library in the Open universiteit headquarters in Heerlen, to serve staff, and co-operation with public and academic libraries with

regard to students. A snapshot of the two open universities in 1987 is given in the comparative synopsis at the end of this chapter.

From the documents referred to above it is clear that there was a reaction and input from libraries, although, in the opinion of some, this came rather late. It should not surprise us, perhaps, that, initially, it seems to have been academic librarians, and the Regional Support Libraries who spoke out most clearly, the latter are of course also public libraries. However, with the formation of the FOBID Committee a vehicle for discussion was provided, and from that time dialogue could be entered into between the Open universiteit and libraries, and a relationship established and built on²¹.

²¹ Co-operation and negotiation clearly continued. In 2003 the c. 25,000 Dutch Ou students have full access to all university libraries in the Netherlands, and to a joint on-line catalogue of holdings, which includes facilities to place requests for books or journal articles which will be delivered to the student's home library. There is a small charge for requests (€3.20 per item), but in the case of Ou students this is covered by the Ou library.

Table 3 Comparative synopsis - Dutch and British Open Universities 1987

<i>Background information</i>	<i>Great Britain</i>	<i>Netherlands</i>
Population	55,776,422	14,453,833
Area	245,000km ²	41,000km ²
Education		
Minimum school-leaving age	16 yrs	16 yrs
Percentage of 16-18 yr. olds in full-time education and training in 1981	32%	70%
Percentage of 18-24 yr. olds enrolled in higher education	15% (1984)	22% (1983)
Libraries		
Number of public library authorities (1986)	166	472
Number of public library service points (1986)	20,228	958
Open universities		
Founded	1969	1982
Year teaching began	1971	1984
Number of students when teaching began	24,000	13,500
Number of students in 1986	85,000	30,000
Number of courses when teaching began	4	15
Number of courses in 1987	171	34
Length of courses	400/200/,100 hrs	100/200 hrs
Study centres	264	18
Number of academic staff (GB includes full-time regional academic staff, but excludes part-time tutorial and counselling staff).	624	109

Details adapted from Appendix II in Dale, S. and Schippers G. (1987), originally prepared for IFLA conference 1987, with additional data gathered by them for IFLA 1988.

10 Adult literacy, basic education and libraries

This chapter aims to pick up and examine in more detail developments with regard to adult literacy and basic education, and the thinking about the role of libraries in these contexts.

It has been seen in earlier chapters that the intention was to achieve a system of open education for adults at all levels of education, including basic education and functional literacy. Let us stand back now for a moment to look in more detail at those aspects of these issues which are relevant to this study, as they were emerging. It is not the intention here to give a full account. Such can be found in Hamminck (1990), which gives a comprehensive account of the background from the early 1970s and of the major developments in adult basic education since government regulations were introduced in 1987. It is interesting to note that Hamminck (1990, p. ix) sees these regulations as complementing what he refers to as the 'initial literacy' policy of 1901, which was the year compulsory education was introduced in the Netherlands - both were necessary from the point of view of economics and democracy.

According to Kees Hammink¹ (1979, p.24) in the chapter on literacy work (alfabetisering) in De Goede and Hoksbergen (1979) discussion concerning the problems of illiteracy only came into the open in the Netherlands in 1977. The Open School Committee and the Committee for the Development of Local Educational Networks had noted the existence of the problem in 1975 and 1976 respectively.

¹ This is the same person as Hamminck above, but different name spellings are used in the different publications.

The Committee is aware that a small section of the population can be termed 'underprivileged' or 'extremely underprivileged'. These are the people who cannot, or can barely, read and write. (COS 1975a, pp. 11-12)

Yet there had been little reaction to this until the Committee for the Development of Local Educational Networks produced its first report in 1976, stating that large groups of the population were receiving little attention, including:

...the people who find in all sorts of situations that they are not functionally literate, that is, they lack the first basic essentials to function in our 'literate' society, and who are often forgotten because it is assumed that they no longer exist in a society which has had compulsory education for three quarters of a century. (CBPEN 1976, p.12)

Some sporadic literacy work had taken place, but it was not until 1977 that the problem hit the headlines. At the beginning of 1977 research into the nature and extent of illiteracy and semi-literacy in the Netherlands had been commissioned by the Ministry of Education and Science (for the Open School Committee) and the Ministry of Culture, Recreation and Social Work (for the Committee for the Development of Local Educational Networks) and by the Ministry of Social Affairs. The results of the research had been published in September in the report *Analfabetisme in Nederland* [Illiteracy in the Netherlands] (Hammink and Kohlen 1977). A conservative estimate of a 4% illiteracy rate had been arrived at. Following the publication of the research, a working Conference with workers in the field of literacy work was held at the end of September, of which the proceedings were published later as Hammink, K. (1977). In the Autumn the Open School Committee and Committee for the Development of Local Educational Networks established a Joint Working Group on Literacy, charged with preparing, within sixth months if possible, a joint

report of the two Committees with regard to a literacy project. Questions relating to policy taken from the research report on 'Illiteracy' were incorporated into the brief of the Working Group. Other matters to be taken into account were the proposals in the third report of the Open School Committee (COS 1977) and the second report of the Committee for the Development of Local Educational Networks (CBPEN 1977), together with what could be learned from the literacy campaign in England. Membership of the group included Frans Stein, from the NBLC and member of the Committee for the Development of Local Educational Networks, Kees Hammink, from the NCVO-studiecentrum in Amersfoort, and a number of people specially au fait with the problems surrounding literacy work. The Chairman of the group was C.J. Snijders.

An interim report (COS/CBPEN 1978) was produced in 1978, referring to the urgent need for support for adult literacy work and indicating two central problems: the almost total lack of materials and methods for teaching adults to read and write, and the same difficulty with regard to models and instruments for staff training and development for people working in literacy projects. Recommendations were made for the systematic listing of existing teaching materials and resources which might be suitable for adult illiterates, and the possible adaptation and further development of these. With regard to the kind of materials resources suitable for use by adults, the experience of SPOS and the NCVO could be drawn on, as also experience in the English literacy programme. In addition it was proposed that manuals should be produced to show how these might be used, and suggested that the NCVO Study Centre, or the Department of Andragology at the University of Leiden might make a start on the development of a model for the staff training and development of workers and tutors in adult literacy projects.

The original research (Hammink 1977), and thus the brief of the working-group, was limited to illiteracy and semi-literacy among native Dutch speakers. This was because it was assumed that the problems concerning groups for whom Dutch was a foreign language would be too different to be considered at the same time, and that a separate study and report would be needed. However, in the course of its deliberations the group came to the conclusion that its report should apply to all adults in the Netherlands who had problems with reading and writing (COS/CBPEN 1979, p.14).

The eighth report of the Open School Committee (Fourth report of the Committee for the Development of Local Educational Networks) *Alfabetisering van volwassenen en verder* [Literacy for adults and more besides] was published in January 1979 (COS/CBPEN 1979). In a preface to the report the Ministers concerned (Pais for Education and Science, Kraaijeveld-Wouters for Recreation, Culture and Social work, and Albeda for Social Affairs)) state that they are publishing the report without having taken a political stance on it. Their reactions will be formulated later, and the proposals in the report should be seen in relation to policy documents to be brought out by the Cabinet, such as the one being prepared on the whole area of education for adults (p.3).

The report noted that there were few opportunities in the Netherlands for adults who wished to learn to read and write. There appeared to be real need to increase provision. The same applied to other opportunities to study to a level comparable with the end of elementary school for children. Naturally such opportunities should be attuned to the needs of adults. Basic education of this kind, for adults, was at that time still called 'elementary education' (p.7).

The joint report makes a number of concrete proposals to meet these needs, in the context of elementary education for adults, thus associating itself with

other attempts being made in Holland in this direction. The Committees and the Ministry of Social Affairs had already had some research carried out into illiteracy in the Netherlands, referred to above. The fact that illiteracy and semi-literacy existed not only among uneducated foreign workers and other people whose first language was not Dutch, but also among the Dutch-speaking population, was only just beginning to attract broader attention. In this respect Holland was later than other industrialized lands, such as England, the USA and Sweden, where literacy activities had begun earlier. On average, in these lands illiteracy, and semi-literacy was estimated at 5% of the native population. The research report for the Netherlands had arrived at the figure of 4% (p.7).

As in other lands, a start had already been made with literacy activities and other forms of elementary education, much of it being undertaken by volunteers.

A variety of institutions and the use of volunteers appear to be important factors in the achievement of literacy provision accessible (sufficiently free from barriers) for those who need it. (p.7)

The importance of flexibility and sensitivity to individual needs was noted:

In the approach to literacy work it is important to take account of the differences in background and problems of those in need of help. There can be no question of a fixed learning package for everyone. (p.8)

Problems in existing activities identified included the fact that literacy work was largely pioneer work, had certain taboos associated with it, lack of understanding of the problems of those needing help, uneven or non-existent financing, insufficient provision, insufficient staff and the need for training.

Hardly any methods and materials have been developed for teaching languages to adults. For instance, there is a lack of simple reading material for adults, and of material for teaching Dutch to people who have had little education in their own language.

- There is a need for more research, little is known about the background to and possible causes of illiteracy, and obstacles which may be encountered as a result of intervention.

- All these things pose problems and dangers for the continuity of literacy work.

The CBPEN & COS proposals are intended to help with these problems, and serve to further the development and spreading of literacy activities. Existing activities are by no means sufficient to meet the needs. (p.9)

In making their recommendations to the Ministers the Open School Committee and the Committee for the Development of Local Educational Networks were working from the following principle:

- 1) the opportunity for adults to acquire basic skills such as oral and written command of the language must be considered as a basic right,
- 2) further basic education should also come under this right and not be sharply separated from literacy work;
- 3) there needs to be appropriate provision for this, i.e. fitted to the needs of adults, flexible and heterogeneous;
- 4) with regard to further elementary education in particular it is desirable that religious and philosophical pluriformity be guaranteed.... (p.9)

Oral and written command of the language are part of the most elementary skills necessary to function in our society. In themselves they are not sufficient for this. In general a level is required of adults that is comparable with the final level of elementary education. Such a level is frequently necessary to understand a newspaper, instructions for use, contracts, tv subtitles and so on. It is certainly necessary for participation in

vocational training, general secondary education and social-cultural activities. Compulsory education for young people is a recognition of the need to acquire a number of basic skills in order to be able to function in society. In the opinion of the Open School Committee and the Committee for the Development of Local Educational Networks the opportunity to acquire these skills should be considered as a right.

This right must be expressed in fitting provisions for literacy and further elementary education. That is to say: provision adapted to the needs of adults and which takes account of different problems. This includes the fact that illiteracy is not just an educational problem. Literacy work mostly entails more requests for help than for help just with learning to understand and to speak, read and write. This has been the clear experience of literacy activities to date. Moreover it is obvious that in further elementary education in particular, diversity in the way people view life and society must be properly reflected. (pp. 9-10)

As interim measures the report recommended that elementary education should be given a legal foundation such as would ensure that it was available to every adult (p.10). With regard to support for practice, it was recommended that consultants be appointed to develop expertise and training.

Research and development work should be made possible, and a support role for the mass media and public libraries be encouraged. A national steering group (assisted by a staff team of four to five people) should be set up to co-ordinate and guide the above-mentioned support, and to formulate further proposals in aid of literacy work and further elementary education. (p.11)

The nature of definitive legislation would depend not only on developments in literacy work and further elementary education,

...but also on opportunities arising from policy discussions in the various relevant Ministries regarding the whole area of education for adults.

COS and CBPEN are of the opinion that literacy work belongs with basic education provision, that is to say, provision which, subject to certain criteria, should be available for everyone, and which should not have to be weighed against other educational and socio-cultural provisions. Such an interpretation could lead to definitive legislation in which elementary education is regarded as a basic provision. (p. 58)

Libraries and information: the official view

The content of the main report (COS/CBPEN 1979) has already been covered above in general terms. However, it is appropriate to note here what is said concerning the role of libraries and information. The latter is taken in the broad sense to cover also the provision of materials, since it will be seen from the foregoing that this was a significant problem in adult literacy work.

Chapter 3 of the report, dealing with work in the field, contains a sub-section (3.2) on support, which refers to the interim report concerning the need for the development of materials, methods and training, and goes on to recognize that 'public libraries and the mass media can also play a supporting role in literacy activities.' (p.43). The support role is elaborated in para. 3.3.3 (pp. 46-47).

In both England and Sweden experience had shown that the public library could make a positive contribution to literacy work. The Committee for the Development of Local Educational Networks and the Open School Committee were of the opinion that the public library could play an active role in support in the Netherlands too. This might take the form of a service tailored to the needs of literacy workers and students, consisting of various elements: the

provision of resources, introduction to the use of libraries, the recruitment of volunteers and students and the making available of facilities.

Providing resources, or building up, indexing and making available a collection of books, daily newspapers, periodicals and audio-visual material is in general the duty of a librarian. With literacy work in mind, providing resources is aimed in the first place at the educational workers and students, and thereafter other people who are interested. (p.47)

This was not perceived as a simple task in view of the small amount of material to hand which was of practical use. The Dutch Centre for Libraries and Literature (Nederlands Bibliotheek en Lektuur Centrum) was seen as the obvious place to maintain a critical evaluative list and make it available to libraries and literacy activities, as had been done in England by the Library Association. The NBLC could also approach publishers and authors to encourage them to put suitable material on the market.

An introduction to the use of libraries should in the first instance be part of staff training for the literacy workers involved. Preparation for introducing students to the library, once they had acquired some skill in reading, was seen as belonging in the same category. Library staff would need to be trained in order to be ready for the use of the library by literacy workers and students.

Like other institutions which were accessible to everyone, the library could contribute to the recruitment of voluntary workers and students. Information regarding opportunities for learning to read and write would normally be transmitted in the first instance by people other than the target group itself: family, friends, acquaintances, neighbours, colleagues and other people who are trusted. Posters and leaflets, with a heading such as 'Do you know someone who cannot read or write?' could be placed at the reception desk and

on the reading tables. Making facilities available to local literacy projects looking for working space was also considered as an option for public libraries in supporting literacy work.

To encourage the co-operation of public libraries and to help gear them towards literacy activities such as those which were developing up and down the country, the proposed National Steering Group for Literacy Work should maintain contact with the NBLC. Finally it was suggested that in order to enable public libraries to fulfil this supporting role properly, government should make provision for it under the terms of the Public Libraries Act (p.47).

Looking into what measures needed to be taken to bring the support activities outlined into effect, the joint committees recommended the appointment of consultants (to draw up inventories of existing materials and methods of working and make suggestions as to how they might be adapted) and the setting up, by the three Ministries (O&W, CRM, SoZa) of a national steering group, referred to above, which would be aided by a team of four or five people. The steering group would be made up of experts drawn from the various areas of literacy work and representatives from interested institutions. One of the tasks would be 'developing the role of the public library and mass media in the context of pluriform and flexible provision of literacy activities....' (p.56). To a considerable extent the carrying out of the tasks at the national level could be handed over to others; in this way use could be made, for example, of the NCVO Study Centre with regard to training, and NBLC with regard to printed materials. Such an approach would ensure a greater feeling of involvement on the part of the various organizations (p.57).

The Mainlines report on Basic Education - *Hoofddlijnen basiseducatie* (1983) - refers to the need for literacy in the fuller sense of being able to communicate

with others in a comprehensible manner, handle information critically and use modern information techniques (p.6). Learning how to learn independently is regarded as part of the social skills necessary (p.7).

The mainlines report on new legislation for adult education - *Hoofddlijnen nieuwe wetgeving* (1983) - states that new legislation for education for adults needs to make provision for mutual adjustment and cross-referencing to legislation for other sectors which are of great importance to the education of adults, such as (p.20) educational broadcasting and public libraries. A separate support structure for the education of adults was proposed (p.33), consisting of three tiers: local and regional educational centres, provincial educational workplaces, and a national development institute with a primarily co-ordinating role. Educational centres would supply information and lend materials to educational workers, where this was not possible via the public library, and provide information to prospective participants (p.34). Among the functions of provincial educational work-places would be discussion over the use of printed and audio-visual materials and their adaptation for regional use (p.34). The national institute would need to have on its board representatives from the main sectors of adult education and the organizations important to the education of adults.

The Projects Policy

Following the De Moor report (De Moor 1980), it will be remembered, a structure was set up to co-ordinate developmental projects for adult education policy in various fields, which ran up to 1986. Two of the project areas, the Introduction of Open School Working Methods and Educational Networks, are of particular interest as far as this study is concerned, though there are

overlaps with the Ethnic Minorities projects as far as certain needs and practical outcomes are concerned. This is recognized in the final report of the National Co-ordination Group (LCPVE 1986b,p.16), where reference is made to the need of people in ethnic minority groups to receive help with literacy issues in their own language as an aid to emancipation and also to their learning of the Dutch language.

The National Co-ordination Group (LCPVE 1986b) considers support for basic education and returns to the concept of Educational Centres and Educational Work-Places at local/regional and provincial level respectively.

Tasks of the Educational Centre would include:

- development of coherence in, and co-ordination of, support to prospective participants, including deciding which activities the centre itself would carry out;
- maintaining contact with the municipality/ies and organizations tangential to adult education work.

Tasks of Educational Workplaces would include:

- development of coherence in, and co-ordination of, the support function (activities and provisions), including possible decisions as to which activities the workplace might carry out itself;
- matching demand for support and its provision with the aim of improving existing support functions and developing new ones; including:
 - . the provision of documentation,
 - . the exchange, design and dissemination of learning material and if necessary its development, by means of which the quality and quantity of learning material, methods and programmes would be improved,
 - . increasing the efficiency and effectiveness of organizations and groups providing educational activities, also

improving the accessibility, range and spread of educational activities and provision;

- maintaining contact with the province and with organizations tangential to adult education work;
- transmitting developments to and from the national level.

(p.20)

For a national support centre, development institute, or development bureau the following tasks, among others, were envisaged:

- developing coherence in, and co-ordination of, the support function (activities and provision);
- co-ordination and steering of development work at the national level in the area of training, provision of materials, organizational development, research and study, documentation and information;
- support to educational centres and workplaces (p.20).

The Group also brought out two reports on learning materials (LCPVE 1983 and 1986a), and the final report of the Educational Networks Project concerned with Educational Centres and Educational Workplaces (given as section 5 of Appendix III, pp. 28-32, to LCPVE1986b) includes reference to learning materials.

The principal findings were as follows:

A number of tasks are entailed in the provision of learning material:

- 1 development
- 2 exchange
- 3 design and production
- 4 dissemination
- 5 storage and documentation
- 6 training with regard to these activities.

Material for both participants and teachers was understood in the above, for use in courses and as background material (LCPVE 1986b, p.23).

National level development of materials should be linked to the needs at local, regional and provincial level. Learning material for use in courses should be held partly in the educational centre and partly in the public library. Borrowing could be through the public library; material for reference would be in the Educational Centre. The latter should have background material. For less used and not particularly specialized material the public library should be harnessed. Co-operation between public library and educational work could be examined more closely according to task. For development and exchange educational work should be mainly responsible, for storage and documentation the public library. It was important in the co-operation between educational work with adults and libraries that attention should be paid to the content in the purchase and selection of materials.

Educational Centres and Workplaces were seen as having a role to play in stimulating tutors to develop their own materials and to exchange materials ; in encouraging discussion and making arrangements for the division of labour with public libraries and provincial library centres with regard to the collection, documentation and distribution of material. Assessing material was a function of the educational institutions; describing it, recording it and making it accessible (e.g. under key words) must be a matter for co-operation between the public libraries, the educational institutions, Centres, Workplaces and the national support centre.

The Co-ordination Group pleaded for a national distribution point to be set up quickly for ready-made material relevant to basic education (material being built up and developed was a matter for the Educational Centres, Educational

Workplaces and the national support centre). The Co-ordination Group had stated its preference in its memorandum of April 1986 for NBLC as the national distribution point for learning material in basic education.

Closely connected to the task of distribution is that of describing and assessing material. The Co-ordination Group wished to charge a fixed group of reviewers with this: the Reviewers Council for Adult and Basic Education Material (Recensentenraad Leermaterialen BE/VE), which would be a recognizable part of the NBLC reviewers bank. The reviewers must be experts in the field of adult and basic education in general, and the provision of materials in particular; they should be independent of organizations and individuals recommending the creation of educational material and of the designers (pp. 24-5). It was also proposed that an editorial board should be set up to advise on the materials which would need to be developed at national level. Given the nature of the work, it would be preferable to link the editorial board to an institution for the education of adults. The national bureau for adult education (NCVO)² seemed the best place, as it was an independent organization (LCPVE 1986b, p.25).

Commenting on the nature of 'support', the National Co-ordination Group concluded that the nature of support to participants and workers had been developed, deepened and made transferable, in close co-operation with specialized institutions and practitioners. This included information, educational guidance, documentation and the provision of learning material and training (LCPVE 1986b, p.36). With regard to collaboration, this was seen as having grown up around the projects, with the Open School, Educational

² This changed its name later to SVE (Studie- en ontwikkelingscentrum ten dienste van de volwasseneneducatie - Research and Development Centre for the Education of Adults), and to some extent its function also.

Networks, and Vocational Education Projects in particular acquiring a lot of experience in structures for co-operation. The Open School, for example, had acquired experience with co-operation between institutions for formal and informal adult education. (We have seen evidence of this with regard to public libraries in Chapter 8 of this study, on the Open School and libraries.)

The nature and method of working of the Network projects entailed much discussion and co-operation with institutions, organizations and groups from the various sectors of education for adults, from (integral) educational work, social-cultural work, medical work with families and the elderly, training, centres for informal adult education, regional employment bureaux, centres for social advice and information, educational and vocational guidance bureaux, libraries etc.. (LCPVE 1986b, p.37).

In 1987 the *Rijksregeling basiseducatie* was introduced, requiring municipalities to establish an 'educational council' to draw up plans for adult basic education. Membership of such a council was to be made up of people from organizations and institutions responsible for providing adult basic education, and other organizations (such as minority groups) which had an interest in it, or who provided activities important to adult basic education, such as public libraries.

The libraries' reaction

Having seen something in the preceding pages of what was said in the various reports with regard to literacy and basic education for adults, and also the need for materials and a possible role for libraries, let us turn now to look at how the library profession itself was reacting to what was happening in the surrounding educational world. Earlier chapters have examined the libraries' reaction to the establishment of the Open School and the Open university, two very specific and important developments, although it should be remembered that the Open

School was not a specific institution in the way that the Open university was (and is), but more a new way of working with adults, and with new groups of adults. This way of working fed through into the period of the 'Projects policy', with its aim of:

...developing and stimulating new and/or reformed educational provision which would enable participants from disadvantaged groups in particular to improve their position in society. (LCPVE 1986b, p.14)

The projects covered vocational education, educational networks, literacy, cultural minorities and the introduction of Open School working methods -thus a very wide range . It is this breadth of activity and the fact that, as far as materials and libraries are concerned, there are overlaps between the fields, most of which are eventually comprised under the umbrella of 'adult basic education', that makes it particularly difficult to handle within the confines of this study. The attempt, therefore, is indicative rather than comprehensive.

Reference has been made in the previous chapter to Frans Stein's visit to England in 1976 to look at the relationship between the British Open University and public libraries (Stein, 1977b). Although disappointed with what he found on this score, Stein (1977c) was excited by the work going on in the Adult Literacy Project, which he refers to (p.70) as another form of multi-media for education for adults, in which the public libraries were playing a definite role.³

³ The Russell report (DES 1973) on adult education made recommendations concerning adult literacy, and the Committee of Inquiry into the Teaching of Reading in Schools, the Bullock report (DES 1975), although it did not have adult literacy in its remit, also made recommendations in this respect. Together the proposals led to the formation of the Adult Literacy Resource Agency (ALRA) in 1975 (later the Adult Literacy Unit (ALU) , and, finally, in 1980, The Adult Literacy and Basic Skills Unit (ALBSU)).

Stein was clearly aware of the emerging concern in the Netherlands over adult illiteracy, and refers (p.70) to the research project which was about to be undertaken by the University of Nijmegen (See Hammink, K. and Kohlen, P. (1977) cited above). During the term of the Adult Literacy Project, ALRA and BBC radio and television worked together to produce relevant programmes, and public libraries provided support by means of materials. In 1975 the Library Association produced a statement (LA 1975), with ten recommendations to encourage active participation in literacy work, which so impressed Stein that he translated and published it in full in his article. Stein also noted (p.71) that many librarians had come forward as literacy tutors, that special 'easy reading' books were being produced (pp. 72-73), and that the Library Association had produced a select bibliography of books and other materials⁴. All in all, Stein saw the work that was going on in British libraries at that time with regard to literacy issues as far more relevant to the Dutch situation than their relationship with the British Open University. (A full account of the role of public libraries in adult literacy issues in Britain and the USA can be found in Bramley (1991).)

In October of 1979 a group of librarians from various library organizations in the Netherlands began to meet to look more closely at how they could support literacy work with native Dutch-speaking adults. People from the National Support Team for Adult Literacy (Landelijk Steunpunt Alfabetisering) also participated, together with someone from the professional development department within the NBLC. Meetings were originally aimed at exchange of

⁴ REDFERN, M. (ed) (1975) *New readers start here; a critical evaluation of reading schemes together with a list of older materials found to be useful*, London, Library Association. The work ran to a second edition in 1976, edited by Jean Bell, updated by supplements in 1977 and 1978.

experience with literacy projects, and discussion of the role of the public library in this. By 1982 the group had met six times, and Marie-Ann Hulshoff of the NBLC and Jeanette Noordijk are to be found writing in *Bibliotheek en samenleving* (Hulshoff and Noordijk, 1982) with a report of developments, and problems and answers to them, based on collective experience.

According to Hulshoff and Noordijk (1982, p.299) there was a rapid increase in literacy work after the appearance of the 1977 report (Hammink and Kohlen, 1977). Five years on, at the time of their writing, there were around 250 literacy projects, with some 6,000 participants, run largely by volunteers. Up to 1980 courses in reading and writing for adults had had to function on very limited resources. In 1980 government announced that money would be available, for a three year period, to all local literacy projects, at the rate of a thousand guilders per participant, and that someone would be appointed in every county to support the projects. The work would be co-ordinated by two national organizations. The SVE (Landelijk Studie-en Ontwikkelings Centrum ten dienste van de Volwassenen-Educatie - National Research and Development Centre for the Education of Adults) would be responsible for the methodological, didactic aspects, and the National Literacy Project Group (Landelijke Projectgroep Alfabetisering), which had replaced the National Support Team in 1981, would be concerned with policy and the promotional activities. The new financial arrangements led to some confusion, as it was not clear whether they related only to native Dutch speakers, or also to people of other nationalities who had problems in their own or the Dutch language. Up to 1980 the two groups had been handled separately. The National Literacy Support Team (later Projectgroep Alfabetisering) were only concerned with native Dutch speakers. The Dutch Centre for Foreigners (Nederlands Centrum Buitenlanders -NBC) handled courses for people of ethnic minority groups.

Although the new regulations proposed a somewhat different handling (by type of institution providing the course), in practice this was found to be too confusing for local literacy projects, and a pragmatic solution was arrived at along the lines already indicated. Discussion continued, aimed at seeking a better solution, for it was clear that co-operation and exchange of ideas/experience between cultures were important. Hulshoff and Noordijk (1982) are concerned only with literacy work with native Dutch speakers.

From the meetings, study days and conferences which were held for tutors a number of starting points and principles of working were distilled, which they go on to enumerate (pp. 300-302).

1. Literacy work must take into consideration the whole life situation of the participants.
2. There is no single method - lessons should be based on what participants have to say about themselves, written down by the tutor, or the participants themselves where this is possible.
3. A centrally developed method or approach is not suitable - the most appropriate material is in the group itself. Any such material that is created will be only partially transferable to other situations.
4. *Resource banks* It takes time to make appropriate materials, so it is important for tutors to be able to turn to existing material from which they can develop ideas, and for such material to be close to hand. Therefore many literacy projects had set up their own materials and ideas banks, which included materials made in classes, by both tutors and students.
5. However, some materials could be developed at regional and national level, such as hand-outs and leaflets aimed at answering frequently asked questions.

Such material must be 'open' in nature, so that tutors could use it as needed. *What* material was to be developed nationally was decided by a national Reviewers Council, set up by the National Literacy Project Group and the SVE (c.f. the earlier proposals, in LCPVE (1986b)).

6 Reading books for students Students also needed narratives to read at home, and narratives that were not just about themselves, that they had made, but 'real books'. Up to 1982 the Council had not been very successful in its attempts to publish suitable material, but from 1983 under the auspices of the SVE, or in conjunction with another publisher, some further books were scheduled to appear. SVE had also distributed some texts written by students.

Having stated the position as it was, Hulshoff and Noordijk (1982, pp. 302-303) move on to examine what public libraries might do to support literacy work.

The following examples were identified:

1 Support to tutors

- Setting up, re-organizing or extending a 'professional collection' for tutors, covering literacy issues, teaching and learning theories.
- Introducing tutors to the library, showing them, and discussing with them, potentially useful material.
- Joint development of selection criteria that the library could apply to the purchase of particular materials for students to use on their own.
- Checking relevant periodicals and papers for publications of possible interest to literacy work. Looking at material received by tutors. Discussing possible purchases.

- Compiling files of information and cuttings that might be useful to tutors in their work.
- Helping tutors find materials for students to read on their own at home.
- Helping tutors find materials for group work.
- Arranging meetings in the library for several groups and their tutors together, to foster contact.
- Participation by library staff in tutors' meetings, particularly if problems with materials, or library co-operation were on the agenda.

2 Support to students

- Providing small, theme-based collections for use during classes.
- Organizing group visits to the library when students were ready for this and wanted it, with tutors present, and preferably outside normal opening hours. Slides of the library could be shown to the group beforehand.
- Preparing annotated booklists (in conjunction with tutors and students) of simple books and other materials in areas of interest to the students, and available in the library.
- Extending the loan period for books for literacy students.
- Arranging for separate shelves in the adult department with books for young people that were also interesting and relevant to students.
- Multiple purchasing of suitable titles.
- Making a leaflet of the library, with photographs and a simple text.

- Holding the class in the library, in a separate room, when the library was not normally open.
- Holding 'working meetings' in the library, once a month, on a particular topic, using materials in the library.
- Nominating a particular member of library staff to whom students could turn, in order to make them feel more at ease.

Next Hulshoff and Nordijk (1982, pp. 303-5) offer some practical advice, based on experience, for those about to become involved in work with literacy projects, with the overall caution that library support will depend on the local situation, and that close discussion is needed between partners. The library will need to know, for instance:

- the number of participants, their backgrounds, problems and interests, their reading level;
- what is being aimed at in the project, and what approach is being taken;
- whether work is with individuals or in groups, how often groups meet and for how long;
- what the tutor's methods are;
- what materials are being used, and on what themes;
- whether there is, or will be, a resources bank;
- what contact there is with the regional, county or national materials banks to support them;

- whether there are ideas about what library materials they may need, and what criteria these should meet.

The library also needs to know how many tutors there are, whether they are volunteers, how familiar they are with the library, how important they regard co-operation as being, and whether there is a co-ordinator or contact person. In turn the library itself needs to let it be known what its objectives and priorities are, and where supporting literacy sits among these, what existing materials and services might be useful, what financial and staffing resources there are for developing services to this group, what experience has already been gained of co-operative working with other kinds of educational work, and who the library contact person will be. Although details can only be worked out once a project is in place, it is extremely useful to be involved in any planning discussions for a local literacy project, during the early stages.

What follows in the article is a more detailed development of the points covered earlier concerning materials, their nature and evaluation, the organization of introductory visits, the importance of 'contact persons' in both the literacy project and the library, motivating colleagues, the advantages and disadvantages of special shelves of books, and working with select booklists that have been prepared elsewhere.

The concluding remark (p.306) points out that co-operation with, and support to, literacy projects will require much preparation and time. The expertise to develop support will have to be built up by both parties. Not only is it important to think things through properly before embarking on work, there also needs to be joint evaluation afterwards, leading to adaptation where necessary. The voice of students is extremely important in this, as they are the ultimate measuring instrument.

It can be seen from the above, that already by 1982 public libraries had become very involved in literacy work, and were doing what they could at local and national level to support it.

Some particular library projects

Many libraries are already doing something with education for adults. But there can be big differences in extent and approach. Sometimes it's just introductory visits, sometimes a facility, such as a resource bank. (Bolsterlee 1986, p.288)

So begins the abstract to an article by Bolsterlee in *Bibliotheek en samenleving*. It is appropriate to look briefly at a few examples of such work.

Gouda

Bolsterlee (1986, p.288) points out that the more usual practice was to begin services to adult education with the provision of documents and other resources, rather than information and advice on the educational opportunities available, which is what the public library in Gouda did.

From 1983 the library was involved in an Education Guide, an information and advisory point for potential participants in education for adults. This came about as an initiative between adult education and welfare organizations and the public library, who applied for, and were successful in obtaining a subsidy. The National Project Group on Educational Networks (Landelijke Projectgroep Educatieve Netwerken - LPEN) (LPEN, 1985) in outlining the role for public libraries, had identified two aspects - services concerned with the provision of materials and documentation, and also the provision of information on educational opportunities. Bolsterlee (1986, p.290) maintains that experience

was proving these two aspects reinforced each other, and cites examples from other areas, such as Almelo and Den Helder.

The Gouda guide covered 490 courses or course modules for adults in Gouda. For courses elsewhere use was made of general guides to courses, leaflets and other general information material. Material on opportunities in the region was gathered, but not specifically indexed. The material was freely available in the central library and two branches, and a member of staff was present at set times to provide advice and information. Help was also given over the telephone.

An analysis of questions by type showed the following, with the most frequently asked questions first.:

- education
 - a) vocational
 - b) general, academic, Open universiteit
- practical skills (cooking, sewing, d.i.y.)
- foreign languages
- creative courses (music, dance and movement)
- *Dutch language*⁵ (e.g. for foreigners, literacy work, oral skills)
- *general information and orientation*
- *informal adult education* (discussion groups, Open School etc.)

⁵ Italics are those of the writer of this study, to pick out areas most relevant to this study.

Uden/Veghel and surrounding area

The Uden/Veghel and surrounding area project for the provision of learning materials began in April 1985, as the result of an initiative originally taken in 1983 between North Brabant Provincial Central Library, the North Brabant Educational Workplace, the Uden Public Library, and the 't Kruispunt adult education centre in Uden. The project was to run for two years, and its aim was 'to improve the production, development and distribution of learning materials for adults' (Schade van Westrum, 1986, p.292).

Learning material was defined as self-made lesson materials, practices, descriptions of projects and similar, existing lesson books and materials, reading books, didactic and cultural background information, games, newspaper and journal cuttings, and audio-visual material.

To achieve this aim a good relationship had to be developed between the various institutions, projects and departments involved, such as the Open School, literacy work, ethnic minorities, work with women, people's universities, daytime evening classes for adults, volunteers' centres, women's organizations and the public libraries in the region.

Schade van Westrum's article is a summary of the interim report which appeared in March of 1986, and draws attention to some of the problems faced.

A steering group was appointed, with the following tasks:

- drawing up a work plan, monitoring content and the follow-up and inclusion of developments;
- deciding how money should be spent;

- providing guidance in the implementation of the work plan;
- taking responsibility for annual reports, financial reporting, and the final report.

Problems identified were that the region had a great many, varied activities in the field of education for adults, with no coherence, and no attuning of activities to each other.⁶ There was no structural co-operation between the public libraries and the adult education institutions, and only incidental, isolated activities such as introductory visits. The adult education institutions knew little about each other and what the public libraries could offer, thus the project was faced with the task of putting the adult education institutions in touch with each other and establishing co-operation between them and the libraries.

The project was not aiming to place material in a central place, but to index materials in the regions and introduce a common loan system. There were difficulties in tracing materials (tutors/workers often had these at home). Opinions on self-made materials and their use by others differed widely.

The lack of an educational infrastructure in the region had made co-operation difficult and slow to establish. Both adult education organizations and libraries needed to make the provision of learning materials an active part of institutional policy, and financial resources needed to be made available.

⁶ This clearly illustrates the infrastructure problems identified by the reports in Chapter 3.

Kop van Noord-Holland

In the same number of *Bibliotheek en samenleving* we find Martin Werkman (1986) picking up the most relevant points from the interim report of the Kop van Noord-Holland project to establish a Resource Bank for Adult Education. This project was to run for two years, with subsidy from the Ministry of Welfare, Public Health and Culture. The aim of the project was to foster co-operation between public library work and various forms of educational work with adults in the region. To be examined were the extent to which the public library could be used, and the provision of materials for educational work.

Two locations were chosen, the Public Library in Den Helder and the Educational Centre in Schagen. The library already had some experience of educational work in the form of visits to the library, but up to the time the project started there was no separately organized material in the library. The Educational Centre did have a small, partly organized collection. There was already some contact between the two organizations, as students came to the library on introductory visits and borrowed additional material.

An interesting part of the project was research into the positive effects of the difference in position between the two locations, such as the advantages/disadvantages of each place, the importance of place for collection building, which location offered the better chance of making the connection between library and adult education, accessibility and use of material, both 'self-made' and published and distributed. Another point was how co-operation could be achieved between adult education groups and libraries in the small towns in the region outside Den Helder and Schagen.

The interim report could not give a complete picture, but the Steering Committee felt that certain essential developments had been set in motion. These were to do with 1) the description of the actual work going on in the area of learning, reading and lesson materials and 2) the description of the experiences of all the institutions involved in co-operation.

Materials and collections

- Self-made material (tailored to individual group needs) was abundant, but difficult to get hold of, partly through fear of 'inappropriate use'. This applied to Den Helder and the region, but in Schagen 'self-made ' material for the literacy project was being re-worked for use by third parties.
- In both locations there were problems with criteria for assessing the level of material.
- Both locations used the same cataloguing system, which, despite perceived doubts, meant that students were familiar with it when using the library, which in turn had opened opportunities for them.
- Collection building in both locations was on similar lines, using a full range of educational publications, including NBLC information.
- A by-product of the fact that the project was in two locations had been the change in attitude of both library and education personnel towards each other and towards their own colleagues. There was more contact, more exchange of experience and clarification of tasks and possibilities.

Experiences

A number of organizations were associated with the project in addition to the Den Helder Public Library and the Schagen Educational Centre. These

included the Noord-Holland Provincial Central Library, the Introduction of Open School Working Methods Project and the Development of Adult Education Project for North-Holland. All associated organizations were positive and reported increased contact with each other. There were concerns about how the work would continue after the end of the two year project, given the amount of work involved⁷.

Almelo

Krol (1986, p. 188) reminds us that the question had been raised some years earlier by the adult education field as to what public libraries might offer by means of support. We have seen this in Chapter 5 of this study, and in the earlier parts of this chapter and the two preceding it. Krol (1986) describes a project running in Almelo in 1986 to support (basic) education for adults, namely the provision of a resources bank. As Krol points out (p. 188), public libraries had long played a role in adult education, and many of the resources needed were already in the library, but in Almelo the material was used little, if at all, in educational work with adults. It was often at too high a level and not suitable for people with little previous education who did not have the skills necessary to use the existing information facilities. Moreover, adult education workers often knew little about library services, and the library was insufficiently aware of the aims, target groups, types of adult education and the needs arising from these. Almelo had its own education and welfare policy,

⁷ It will be noted that some of the findings of this project resemble those of the North Brabant project referred to earlier. Both were funded by the Ministry of Welfare, Public Health and Culture (WVC). Because their findings could be important for developments elsewhere they were co-ordinated by the NBLC and the National Co-ordination for Adult Education Projects (LCPVE).

which was strongly geared to meeting the educational needs of adults. A municipal Adult Education Support Centre had been established to co-ordinate tasks such as filling gaps and quality control.

The number of educational projects had grown rapidly in size and sort, and with this the need for information and lesson material. To keep costs down and avoid wasteful duplication, it was decided to make material available centrally, however not through the Adult Education Support Centre but through the public library. This had the necessary professional expertise for the acquisition, organization and cataloguing of material, some of which was already present in the collections. Increased pressure was put on the library by the municipality to improve its support to adult education, and in 1982 the library published a policy document 'Library and education', stating what should be done with regard to co-operation. The policy document, which was accepted by the municipal council, placed the highest priority on a so-called 'resource bank' for adult education, and also attached great importance to the organisation of working visits and introductions for students, professional and voluntary teachers and tutors and co-ordinators. The library should work with all educational activities (existing and future) for adults and young adults where the emphasis lay on 'basic' education.

Resource bank

The resource bank in 1986 consisted of a collection of sixteen hundred books, slides, educational audio and video cassettes, periodicals, newspaper articles, stencils, leaflets, and educational games, as well as material covering teaching methods, reference works, 'hints' books, practice material, simple reading books and background information on adult education and target groups. It was designed for tutors and students.

Additional features were a *workspace* intended for lesson preparation, small 'exchange collections' put together and changed in discussion with tutors, 'project boxes' on special themes, audio-visual apparatus and even home computers which could be borrowed for a small fee, for use in the projects and courses. Introductions to the library and resource bank were arranged for students, tutors and co-ordinators, and an information bulletin produced at regular intervals with news about the service to adult education, the resource bank and a list of acquisitions (Krol 1986,p.189).

The users

Up to the time the article was written, more than 30 projects were using the services, including:

- Literacy projects for native Dutch speakers;
- Dutch Classes for Foreigners projects;
- Intensive Dutch Classes for Foreigners projects;
- General Education for Foreigners projects;
- the Open School;
- The Centre for vocational Guidance and Vocational Practice;
- Education for volunteers;
- Vocational Education project;
- People Out of Work project.

People participating in courses could have a free library pass for the duration of the course if they attended an 'Introduction to the Library' session. The pass

was valid for the resource bank and all library services. The loan period for materials was extended. These measures made the library seem less threatening. Tutors could use the resource bank for free also.

Experiences with the resource bank

However, according to Krol (1986, p. 189), simply providing a resource bank was not enough if a public library had set itself the task of contributing to the emancipation of disadvantaged individuals and groups in society. Also required was close co-operation with educational workers to ensure that the information provided could be effective with people with little or no education. Such co-operation took place in Almelo on various levels.

At the *co-ordinating* level, where a working group had been set up with the Adult Education Support Centre, developments in (basic) education for adults were noted and followed up, and ideas exchanged within the group, giving the library time to find ways of supporting new activities. The group also functioned as a platform for setting priorities for the use of the available financial resources and personnel. There was also co-operation with the co-ordinators/leaders of the various projects, who knew the problems and needs of tutors, and judged the material purchased on its usability.

Introductory visits to the library for tutors meant that the resource bank became a meeting place for the exchange of ideas, and in this way the library did its bit towards quality improvement in the education of adults (p.189). Contact with tutors was used to arrange visits for students, and to note their needs. However, students made little use of what was on offer, which was felt not to be surprising, given their circumstances. No great effort was made to draw them in, the belief being that results would be achieved better via the

tutors. The opinion was that 'exchange collections' and 'project boxes' provided directly to the projects were a more effective method of reaching students.

Krol (1986, p. 189) concludes that it must be obvious that co-operation required a constant and systematic approach, and that it was very time-consuming, but crucial for both the development of policy and for the daily work.

Almelo clearly experienced some difficulties with collection building. Reference is made (p. 189) to increasingly specialized requests for materials, while there was often no suitable material available. The idea of creating materials in the library appeared not to have taken off, with tutors saying they had no time to make materials. None the less, use of the resource bank by groups and individuals (both tutors and students) had continued to grow, and more and more projects in the region had become aware of the facilities in Almelo. A modest survey in 1985 had shown that co-ordinators and tutors were satisfied (Krol 1986, p.190).

An important gap in provision was a so-called 'education map' - information on educational opportunities for adults. This was to be rectified in co-operation with other organizations and institutions doing similar things, such as the employment bureau, careers guidance services, social services and the Adult Education Support Centre. The results would be a computerised system, available in the library and at other outlets (p.190).

Comment

The above examples have given an insight into the kind of work going on all over the country. One comment of Krol (1986) needs to be borne in mind in any

attempt in this study to assess how the libraries were reacting to educational change.

The field of education for adults is moreover still changing continually: among other things, discussions are going on concerning the legal framework and the organization at national and local level. Course provision is constantly changing....(Krol 1986, p. 189)

A changing environment

Let us pause for a moment to look at some of the more recent changes referred to above and to review briefly what has been covered in greater detail in earlier chapters (notably Chapters 3 and 4). 1981 had seen the publication of the *Beginselennota* [The basic elements of adult education] (O & W (1981) and in the Autumn of 1981, following the appointment of a Project Minister for the Education of Adults, the decision had been taken to develop a policy plan for adult basic education. In 1982 the government grants scheme to local authorities for social-cultural work [*Rijksbijdrageregeling sociaal-cultureelwerk*] had been introduced, making municipalities formally responsible for the planning, quality and appropriateness of social-cultural work. Government interdepartmental policy had become one of decentralization. Public libraries at this time resided under the Ministry of Welfare, Public Health and Culture (WVC).

In 1982 the Prime Minister had declared that the new government saw the central task for adult education as continuing to be offering education and training to those who had had few opportunities so far. In 1983 the *Mainlines reports on the education of adults* (O & W 1983) had at last appeared, followed in 1985 by the Private Members Bill on the Education of Adults [Kaderwet

volwasseneneducatie - Initiatiefwet]. (It was only in 1991 that the *Kaderwet volwasseneneducatie* [General Law on Adult Education] was actually to come into force.) In 1986 the Ministry of Welfare, Public Health and Culture had withdrawn from involvement in adult education and from the Advisory Council for the Education of Adults. Pending developments on the full new legislation for the education of adults the *Rijksregeling basiseducatie* [Regulations for adult basic education] were introduced in 1987, following consultation and discussion.

On the library side: in May 1983 government suddenly announced its intention to implement a cut to public libraries for the coming year (1984) amounting to 20% (NBLC [1984a]). This triggered an action campaign on the part of public libraries, which succeeded in achieving an adjustment of 9 million guilders to the original 55 million in the proposed economies.

At the same time work was going on to provide measures for adult basic education until such time as the full new legislation with regard to the education of adults was approved. In 1984 the Library Advisory Council responded to a draft of these measures (Bibliotheekraad 1984a). It saw public libraries as being able to provide supplementary services to basic adult education, aimed at helping participants and tutors improve their information skills. The importance of co-operation between the educational institutions concerned and the library was stressed, so that discussion could take place in good time with the library with regard to projects and the library's contribution. Attention would also need to be paid to orientation and introduction to library use. To this end it was important for the library to be involved in the drawing-up of the plan for adult basic education, and that it should be a member, or at least an 'observer' on the educational council responsible for planning at municipal level. It was noted that no provision had been made for financial

support for special library services in the proposed regulations, and recommended that these should be covered in the basic education plan, at least where they were to be undertaken at the request of other organizations.

The Regulations for Adult Basic Education [*Rijksregeling basiseducatie volwassenen*] came into force in 1987, requiring adult education organizations to take cognizance of, and co-operate with each other and with related types of work, including public libraries, in planning provision for adult basic education. Thus there was now what amounted almost to a built-in requirement to provide services to a particular sector in the field of education for adults, which could cause tension with other facets of library work as identified in the objectives.

In that same year (1987) the Social Welfare Act (*Welzijnwet*) was introduced. Government policy was still one of decentralization, and responsibility for public libraries had been laid squarely on the local authorities, entailing the loss of ear-marked government subsidies for certain specific tasks, including the provision of library services. Provision depended now entirely on local authorities, with the result, as assessed by Schneiders (1990, p. 230) that libraries would have to fight harder to prove themselves indispensable with regard to information, education and recreation.

Criticisms of the new act were that it did not recognize any objectives for public libraries, and ignored the information provision function as well as relationships with other types of library, with education, and with culture, placing public libraries solely in the arena of non-formal adult education work, alongside assistance and social work (Schneiders 1990, pp. 232-233).

A joint effort: SVE and the NBLC

The role of the NBLC in tracking educational change and supporting and stimulating responses in public libraries is already apparent from much of what has gone before, both in this chapter and elsewhere. In 1981 this had been noted by Roy Brown (Brown 1981) in reporting to the British Library on 'Outreach in the Netherlands', impressions gained from a two and a half week visit to examine work with groups who traditionally made least use of libraries. The visit had been inspired by hearing Marie-Ann Hulshoff speak at the 1978 IFLA conference in Czechoslovakia.

...the dynamic role the NBLC has played in the very rapid development of the Dutch public library system since the centre's creation in the early 1970s, and this dynamism is nowhere more apparent than in the field of library service to the disadvantaged. (Brown 1981, p.21)

Brown's visit was taking place just at the end of the Open School pilot projects and at the time of entry into the Projects Policy period - in short, at a time of change and experimentation, and not long after the coming into force of the Public Libraries Act of 1975, which had acknowledged a role for libraries in the context of permanent education.

From 1982 the NBLC had been involved in various forms of service to support co-operation between public libraries and adult education. The provision of materials had been an important part of this service, and from 1982 an exhibition collection of teaching resources had been built up. Originally intended for the library profession, in the course of time it came to be used more and more by people from the field of adult education.

The SVE, the national research and development centre for the education of adults, had long had a professional library, consisting largely of relevant academic literature. However, SVE felt the time had come to respond more closely to demands and needs, which were increasingly for more information on teaching resources, particularly practical, topical resources for basic education. A reduced professional collection was maintained, for consultation on site, but the shift was made towards becoming a learning resource centre.

Given the changing use of the NBLC exhibition collection, SVE and NBLC decided to co-operate in building up provision of information on resources (for students, tutors and librarians) by means of an exhibition collection and the associated advisory services, and by means of an automated documentation system (the NBLC data bank for adult education). The National Centre for Learning Resources in Adult Education (Landelijk Leermiddelcentrum Volwasseneducatie) was established in 1988 as a joint effort between the SVE and the NBLC. (The SVE had previously been designated as the national co-ordinating institution for all activities to do with basic adult education.) The resource centre was also to be a documentation centre for study and research. The automated database (which included materials for both tutors and students) provided access to material not available in the centre (in Amersfoort), and was part of the NBLC on-line database covering periodicals and other documents (TACO - Tijdschrift- en andere documentatie centraal online).

Other joint activities were:

- the development of an educational opportunities database,
- improving literacy for people in basic education,

- the development and publication of reading materials for adult basic education students,
- the periodical *Basiseducatie* (with the NBLC).

The NBLC also acted as distributor and publisher for organizations and institutions wishing to develop and/or publish adult education material, produced a current awareness service on publications relevant to adult education and suitable for resource banks [*Selectie aanschafinformaties volwasseneneducatie*] which could be subscribed to, and which was linked to a central book purchasing and processing service. In 1989 the NBLC published a booklet *Alles op een rijtje: de materialenbank in de volwasseneneducatie*, on the help the NBLC and public libraries could give with the building up of resource banks, and which included select annotated lists of materials.

We have seen earlier how public libraries were making efforts to introduce groups to the use of the library. Between 1984 and 1987 the NBLC sponsored a research project, carried out by the University of Amsterdam, the 'Discover the Library' Project⁸ [Het Ontdek de Bibliotheek Project], which led to the development of a published guide to the use of libraries and media [*Gids voor bibliotheek en mediagebruik*] (Van der Zee, 1986). The project and guide are described in Van der Zee (1988) and in a series of reports brought out by the University of Amsterdam Department of Andragology together with the NBLC. Given the pressure that was coming to provide services to those less well educated, combined with the need to keep costs down, it was doubtless important to help those who could to help themselves as much as possible.

⁸ The project leader was Hendrik van der Zee of the University of Amsterdam, and the steering group members included Marie-Ann Hulshoff and Sancia Simonis from the NBLC.

International Literacy Year 1990

1990 was International Literacy Year. Given what we already know of the work that had been going on in the Netherlands, and the libraries' attempt to respond, it should come as no surprise to us to find special issues of *Basiseducatie*, joint journal of the SVE and the NBLC, and *Bibliotheek en samenleving*, the NBLC's own professional journal, devoted to the subject of literacy work.

From the educational field

The *Basiseducatie* number, made possible by a subsidy from the National Steering Group for International Literacy Year, contains an overview by Kees Hammink on literacy work in the Netherlands (Hammink, 1990).

Hammink (1990) reminds us that (as we saw at the beginning of this chapter) illiteracy had been a long neglected problem in the Netherlands. Some efforts had been made in the eighteenth and nineteenth centuries by the liberal bourgeoisie, including the *Maatschappij tot Nut*⁹. Round the turn of the century the accent in educational policy had been on establishing a 'right to learn', seen as a means of preventing illiteracy among adults. Right into the 1970s the Elementary Education Act [*Leerplichtwet*] 1901 had been considered to have guaranteed this, though the fact that almost all children aged between 5 and 12 years attended school had not necessarily ensured successful outcomes in all cases. By the end of the 60s people were becoming aware of

⁹ Which, it will be remembered, had also concerned itself with libraries, as shown earlier in Chapter 4 and 6 of this study.

school failure, and from 1976/1977 (as we have seen above), with the appearance of the research report (Hammink and Kohlen, 1977), literacy work had taken off.

Table 4 Growth of literacy work in the Netherlands

1977	c. 25 projects with 2000 participants
1980	200 projects with between 2,500 and 3000 participants
1985	c. 450 projects under the Ministry of Welfare, Public Health and Culture, with c. 10,000 participants.

Figures compiled from Hammink (1990, p.15)

There had been no large national campaigns, incorporating television, as in Britain and some other European countries, partly because of incapacity to deal with potential uptake, and in particular a lack of tutors. This was still a problem in 1990, and Hammink (1990, p.16) recognizes the anxiety felt by some institutions for adult basic education with regard to publicity for International Literacy Year. (The Minister of Education, Ritzen, had promised 31.2 million guilders for adult basic education at the start of the national campaign in 1991, rising to 54 million in 1994, but 66 million would be needed.)

Literacy work had developed fast in quantitative terms, and also qualitatively, particularly during the period of the *Projects Policy*, from 1980 onwards. In the early years, although the Ministry of Culture, Recreation and Social Work circular of 1980¹⁰ had seen the literacy project as relating to both native Dutch

¹⁰ CRM (1980) *Beleidscirculaire projectenbeleid alfabetisreing en educatie culturele minderheden* [Policy circular relating to the projects policy on literacy work and the education of ethnic minorities], IPV 001, Rijswijk, CRM, cited in Hammink, K. (1990).

speakers and speakers of other languages, for reasons already referred to above, literacy work for the two groups had remained largely separate, one of the reasons being the existence of a separate project group for ethnic minorities. Real dialogue between the two only came about after 1987, when literacy work for native Dutch speakers and education for speakers of other languages were brought together in the *Rijksregeling basiseducatie* (Hammink, 1990, pp. 16-17).

Hammink (1990, pp.18-19) goes into some of the differences with regard to literacy problems for the two groups, which it is not appropriate to enter into here. However, he has the following to say:

With regard to both categories functional illiteracy seems to be part of a larger whole of economic, social and cultural problems which can be summed up in the term social disadvantage. One of the elements of this disadvantage is functional illiteracy. Other elements include low income, little participation in social activities (clubs, societies, politics), and often poor housing.
(Hammink 1990,p.19)

Libraries, in the period we have been examining in this study, were having to deal with these problems across the board, and to make the connections, which is a point he recognizes, before going on to state:

In order to provide 'bespoke work' for improving the quality of life of groups who are currently forced to the edge of society, we must bring all relevant aspects, educational, cultural, economic and personal, together in a single integral strategy. (Hammink 1990, p.20)

From the library field

The special number of *Bibliotheek en samenleving* on literacy work, which appeared in 1990, contains a leading article by Karin W. Schade van Westrum (Editor in Chief). After stating that some 900, 000 people in the Netherlands still had insufficient grasp of reading and writing to function fully in society, she goes on to look at some definitions of literacy/illiteracy, and the philosophy of education coupled with literacy work, which, in the Netherlands had been based largely on that of Paulo Freire: changing the concrete circumstances of those in need of help. Learning should take place as far as possible in concrete situations and focus on the skills needed in those situations.

Her argument is as follows: if people must learn the skills needed in their own situation, material that is appropriate to these situations must be developed and made available. She identifies an important role for libraries in this in, along lines we have already seen emerging:

- initiating and developing materials,
- developing and maintaining resource banks for the education of adults,
- providing support and guidance to tutors and participants in education for adults,
- co-operating with institutions for the education of adults, with tutors in community education, with leaders of ethnic minority groups,
- making available easy reading material for those who have just mastered skills,

- providing information for tutors/leaders about the nature of materials, author, publisher etc. (Schade van Westrum 1990, p. 207).

Other articles in the same issue report co-operative efforts to support adult basic education and literacy work, including the building up of resource banks, and other examples of practice, and finally a select literature list, a shortened version of the list published by NBLC for International Literacy year.

Concluding remarks

There can be little doubt from the evidence in this chapter that librarians were monitoring and reacting positively to the educational changes that were taking place, seeking, in often very difficult circumstances, to make a real contribution to supporting literacy work and basic education for adults, and to the move towards democratization which had now become defined in this way.

11 Conclusion

It is my firm conviction that, irrespective of the underlying ideologies, education, cultural work and community education cannot act as crowbars to force substantial change in society, unless at the same time the social, economic and political conditions for such change are present. However, they can contribute in a modest way to creating such conditions, and act as a means (and sometimes as a source of inspiration) to encourage change in the balance of power brought about by other social and economic forces. Educational work and its objectives are determined not only by attitudes in society but also have their own identity, and, therefore, a - limited - individual influence. (De la Court 1974, p.69)

Educational provisions cannot act as crowbars to force substantial changes in society unless at the same time the social-economic and political conditions for such change are present. They are modest contributions towards the creation of conditions, and are to be seen as expedients with their own identity. (Van Ommen 1975, p. 532)

This study has aimed to test the extent to which the educational potential of public libraries was recognized by the educationalists and politicians attempting to open up educational opportunities in the Netherlands in the period 1969-1991, and by the library profession itself in its reaction and responses, and to demonstrate that the full realization of the educational potential of public libraries depends not on the vision and will of the library profession alone, nor entirely on the attitudes of adult educators. The governmental structure within which libraries are situated, the relation of this to the structure for the education of adults, and political and economic circumstances are also crucial factors.

Recapitulation

Chapters 2 and 3 traced in broad terms thinking with regard to the education of adults in the Netherlands in the period under review, and the attempts to introduce educational change and to widen opportunities based on the principle of lifelong learning or permanent education, emanating from Unesco and the Council of Europe. Chapter 4 provided an overview of the public library system and some essential background on its origins, to give insight into its historical position with regard to adult education. In Chapter 5 views on the provision of information and the role of libraries held by educationalists and politicians seeking to introduce change were examined, while chapters 6 and 7 considered these matters in general terms from the point of view of the library profession. Chapters 8, 9 and 10 picked up and examined in more detail certain specific developments in the field of education for adults, notably the 'Open School', the 'Open universiteit' and 'Adult literacy and basic education', together with the thinking about the libraries' role from the standpoint both of educationalists and politicians and of the library profession itself as it reacted to, and interacted with, the developments.

Synthesis

The historical development of policy with regard to the education of adults in the Netherlands in the period under review has been indicated in Chapters 2 and 3. The vision behind the principle of 'permanent' or lifelong education, as held by Minister Klompé, as we have seen, was one of an integrated adult education system (which included public libraries). As we saw, at the end of Chapter 3, this vision was never achieved, though the Public libraries Act of

1975 emphasized the educational role of public libraries in the context of permanent education for a twelve year period.

None the less there was considerable change, and by the late 1980s, according to Ger van Enckevort (1988, p.9), the pattern of adult education was totally different from that in 1959 - there was more provision, improved methodology and all kinds of co-operation at local level, although those involved had hoped for much more, much faster.

The role of libraries

The main thrust of this study was to examine the attitudes of educationalists and politicians and of the library profession towards the role of public libraries in continuing education.

The educationalists and politicians

Chapter 5 examined in general terms the view on the provision of information and the role of libraries held by educationalists and politicians seeking to introduce change in the education of adults, throughout the period under review, and it was evident that a role for libraries was definitely recognized.

Three particular areas of development were then selected for separate examination in later chapters of the study -the 'Open School' (Chapter 8), the 'Open universiteit' (Chapter 9) and 'Adult literacy and basic education' (Chapter 10).

- **The Open School**

From the contents of the reports referred to and examined in Chapter 8, it was clear there was expectation of public library involvement with the Open School, although the Open School Committee did not have a librarian among its members. (There was library representation, Frans Stein, on the Committee for the Development of Local Educational Networks, charged with examining the necessary infrastructure.)

- **The Open universiteit**

In Chapter 9 we saw that the early reports on the Open universiteit had little to say on the subject of libraries, and that at the time of the final report (O & W 1979a) the question of a library for the university itself was not resolved, nor was the possibility of students' use of public libraries referred to. This position had changed, however, by 1981, when the Chairman of the Preparatory Committee, Prof. De Moor, referred to the importance of public libraries, and in particular of the Regional Support Libraries, to Open universiteit students in his address at the re-opening of Tilburg public library (De Moor, 1981).

- **Adult literacy and basic education**

From Chapter 10 it was clear that educationalists and politicians had identified the provision of materials as a significant problem in adult literacy work, and that it was recognized that public libraries and the mass media could also play a supporting role in literacy activities.

The library profession

Chapter 6 examined in some detail the library profession's view of the tasks of the public library, its nature and social responsibility, as it attempted to formulate objectives appropriate to the times. It was noted that the public library was clearly defined as a service institution, making no distinction between what it supported - recreation, education, other needs and activities. There was however, clear evidence of social commitment, and the role was not seen as entirely passive.

Chapter 7 took a chronological look in more detail at views of the library profession on the role of libraries with regard to changes being attempted in the education of adults in the period under review, and in particular at the seminal works of Wim de la Court (1974) and Frans Stein (1977a). The Public Libraries Act had come into force in 1975, a year after the publication of De la Court's book, and from that time, as he states (De la Court, 1978a, p. 140) discussion had been going on over the relationship between public library work and educational work with adults.

Chapters 8, 9 and 10 of the study illustrate reactions of the library profession to the specific developments of the 'Open School', the 'Open universiteit' and 'Adult literacy and basic education'.

- **The Open School**

It is evident from the literature examined in the context of the libraries' reaction to the Open School that the aims of the Open School and the aims of public library legislation closely coincided (Hemmes et al, 1976; Hoogeveen, 1977), and that there had been contact and involvement with the NBLC from December 1975. The Open School Pilot Projects were planned to start in

September 1977, thus the time scale was relatively short. Both Hoogeveen (1977) and Van Dijk (1978) point to problems with lack of staff and financial resources with regard to co-operation between public libraries and the Open School, and Groot (1979), writing on the pilot project in Groningen, reported that up to 1979 no extra resources had been made available for supporting the Open School.

Hinnekindt and Snijders (1982, vol.1), in the final report on the Open School, seemed in no doubt that the public libraries had made a contribution. Van der Hoff and Hulshoff (1980), summarizing and analyzing co-operation with the Open School up to that time, recorded some disappointment, as evidenced by the reports submitted by members of the NBLC study group involved with the Open School. Inadequate anticipation of the problems Open School participants would have in using libraries, difficulties in finding appropriate material, and lack of clarity in the division of labour between librarians and Open School tutors had sometimes prevented the smooth working of co-operation and made it difficult to motivate Open School staff. Some librarians had also had difficulty within their own organization, in motivating colleagues with regard to the Open School, and translating this work into policy proposals for the library.

However, the problems outlined above do not negate the general picture we can draw, which is that the library profession itself was interested in, and supportive of the Open School, attempting to meet the challenge of this new educational development, the underlying aims of which fitted closely with its own aims and objectives.

- **The Open universiteit**

The early 'official' documents, as we have seen, made little mention of libraries, and the reaction of libraries, in the opinion of some, came rather late. None the less, there was a strong and positive reaction and input, although initially it seems to have come most clearly from academic librarians and the Regional Support Libraries (the later being also public libraries). From the time of the formation of the FOBID Committee and its report (FOBID-Commissie Open universiteit 1984), dialogue was entered into and a relationship with public libraries established and built on.

- **Adult literacy and basic education**

It was work undertaken in the context of the Open School that led on to work with adult literacy and basic education in the second half of the period under review in this study, particularly under the Projects Policy from 1980 onwards.

From the documents referred to, and the projects outlined, in Chapter 9, it is evident that librarians were monitoring and reacting positively to the educational changes that were taking place, seeking, in often very difficult circumstances, to make a real contribution to supporting literacy work and basic education for adults, and to the move towards democratization which had now become defined in this way.

Summary

We have seen then, from the materials examined, that in the period under review, there was no basic polarization of attitudes between educationalists and politicians on the one hand, and librarians on the other, with regard to a role for public libraries in the opening up of educational opportunities for adults,

even though, as in the case of the Open School in particular, there were occasions when co-operation did not always run smoothly.

Conclusion

In the past interesting statements have been made in official circles on the role of public libraries in education, the education of adults and social-cultural work. Naturally these are statements of principle.

The respect that they enjoyed, and still enjoy, depends very much on the (political) aims and practical opportunities of governments, library organizations, and, not in the last place, of the libraries themselves. (Stein 1977a, p.40)

Because the main thrust of this study was to examine the attitudes of educationalists and politicians and of the library profession towards the role of public libraries in continuing education, and because the aim was to come to this by a) showing the attempts to introduce change in the education of adults as these were being made public, and b) showing the reaction of the library profession to these, analysis of policy and the external environment has been entered into only incidentally.

Adult education policy

Adult education policy as it unfolded was outlined in Chapters 2 and 3. Detailed commentaries on this are to be found in Hajer (1982) and De Vries (1987).

The changing economic climate

This study spans a twenty-year period, 1969-1991. Changes in the external environment in terms of changes, and pressure for change, in society, and developing technologies have been noted - these lay behind, and informed, the attempts to introduce the concept of lifelong learning. The vision of Minister Klompé and the 1969 report *Functie en toekomst* [Function and future], which was to form the basis of thinking on adult education for some time, as assessed retrospectively by Hajer (1988, p.7) was formed in a period of considerable economic growth, and in the context of attempts to extend the welfare state from social to cultural fields, with room for emancipation, democratization and the development of individual cultural identity, as well as for participation in 'action in society' (Hajer 1988, p.7).

A policy that will not cross or break through the frontiers of a stagnating welfare state, remains a policy of 'avoidance'. (Hajer 1982, p.223.)

In such a situation, he goes on to point out, educational policy can quickly become one of compensation, reducing complex aims and matters to aspects of the same, such as limiting emancipatory objectives within adult education to the provision of opportunities for compensatory or remedial education (p.223).

If we turn back, for a moment, to the *Beginselennota* [Basic elements of adult education report] (O & W 1981) we can see this dilemma clearly reflected. The *Beginselennota* has the following to say:

From the beginning of the 50's post-war reconstruction was succeeded by the building up of a modern welfare state based on increasing industrialization, full employment and mass consumption. Technological developments led to the

introduction of labour-saving techniques and the achievement of greater production with no increase in, and possibly some diminishment of the work-force. In the context of an international boom in the economy, with an enormous increase in world trade, large-scale production was possible until the 1970's with no loss of jobs in the industrial sector. There was, moreover a considerable increase in jobs in the service sectors. Shortage of manpower led to the recruitment of foreign workers. The developments resulted in higher incomes, more leisure time and the improvement of public services. Social security and social services enjoyed an almost exponential growth, aimed at ensuring a reasonable existence for everyone in both material and other terms. ((O & W 1981, p. 17)

From 1970, and particularly the mid 1970's there was international economic reversal, but the applications of technological developments continued, now with a closer eye to reducing manpower, which had become relatively expensive. This led to structural unemployment. The social and economic downturn of the 1970's focused attention on the material aspects of developments in society. Economic stagnation showed up a number of structural problems: increasing energy prices¹, lagging investments, labour costs outstripping growth in productivity, inflation, economic restructuring, continued and increasing unemployment, a barely controllable tax burden. (O & W 1981, p. 18)

The report goes on to remark (p.20) that despite all the economic and technological change, and attention to greater democratization and welfare from the 1960s onward, and that although opportunities for improving their position on the social ladder had been increased and simplified, the relative position of groups and individuals remained the same. Those who had always been the

¹ We should remember here the 1973 Oil Crisis, and its repetition in 1979.

victims of changes in society were still the weakest, moreover, adult education provision often failed to reach them, reaching the socially and economically advantaged to a greater degree.

De Vries (1987, pp. 445-446) points to increased government involvement in adult education during the period 1975-1985, and to the attempts at better integration, conceding that something has been achieved with work in the pipeline for adult basic education, but is not optimistic for future developments. He refers to cuts in informal adult education expenditure, which have led to the loss of facilities, cuts which have been made easier (unintentionally) by the policy of decentralization. He also refers to reduction in content. The most recent 'reduction' he identified with the withdrawal (in 1986) of the Ministry of Welfare, Health and Cultural Affairs from adult education, except for the non-formal aspects. These facts he saw as justifying Hajer's comment concerning the 'ideologizing' of policy, namely that:

...ideals (such as integration, democratization and decentralization) are actually used both as instruments for economies and for reduction. (Hajer 1982, p.224).

This kind of political ambivalence is well illustrated by the following passage regarding the Open universiteit:

The most important conclusion to be drawn ... is that if education policy wishes to satisfy the increasing demand for higher education, the Open university is a necessity, given the good opportunities for taking large groups of students and the low cost per student per annum in comparison with traditional higher education. (O & W 1977)

De Vries' prediction (1987, p.447) had been that there would be continued reduction of the content of adult education, and that the 'qualification' function would dominate. Van Ommen (1988), reviewing adult education policy, voiced

his fear that policies current at that time would concentrate only on the directly instrumental, short-term, economic aspects. The accuracy of these predictions is borne out by Hake and Kamp (2001), who refer to a radical change of policy environment in the 1980s when:

High levels of unemployment and cuts in public expenditure led government to redirect adult education towards its economic functions and with an emphasis on adult vocational education and training. It was thought necessary to reduce high levels of unemployment especially among young people and the structurally unemployed, and to raise levels of active participation in the labour market. ...Publicly financed provision of adult education was extended from the second-chance provision of general education for educationally disadvantaged groups to include adult vocational education and training for (re)integration into the labour market. This gave rise to a fragmented system of publicly financed adult education and a large private training sector...which failed to address the training needs of the unemployed and low-skilled workers, and a lack of attention for lifelong entitlements.

From the early 1990s onward government policy started to address such issues, and in particular the integration of the system of public provision following the Adult Education Framework Act in 1991... (Hake & Kamp, 2001, pp. 4-5)

The changing political climate

Naturally governments must respond to external circumstances, such as a changing economic climate. They will, however, in any case differ in their views and priorities. Thus any policies will be a combination of the prevailing party view and economic conditions. Over a twenty-year period these, particularly the parties and cabinets, will change a number of times.

Between the end of the Second World War and 1999, in the Netherlands only seven out of twenty-three cabinets ran their full term. During the period of this study cabinets fell in 1972, 1982, and 1989. No cabinet of the same political signature survived to the end of a second term of office (NRCH 1999).

Van der Zee et al (1984) refer to the detrimental effect of frequent cabinet changes on adult educational policy-making:

It is almost impossible to implement a long-term educational policy in the Netherlands. (Van der Zee et al, 1984, p.17)

Van Houte (1988), for instance, refers to the disastrous consequences of the Lubbers-II cabinet, which, when it came into office, appeared to tear apart education for adults, which for ten years had been the responsibility of the Co-ordinating Minister, and gave basic education to the Ministry of Education and Science, leaving Welfare, Health and Cultural Affairs with only non-formal or 'socio-cultural' education.

Library policy

In 1989 (close therefore to the end of the period under review in this study) the NBLC brought out a collection of essays on the present and future of information provision and library services, *Ter informatie...* (NBLC 1989). This contained an analysis by F.A. Van de Roer² of government and the provision of information (Van de Roer 1989).

² **Biographical note.** F.A. Van de Roer. In 1971 appointed to the Ministry of Culture, Recreation and Social Work, as Head of the Division for the Provision of Literature, within the Department of Adult Education. Later appointed Head of the Department for Libraries. From 1980 Deputy Director of Social-Cultural Work.

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Around 1900, just as around 1800, adult education was an ideal of all political parties. This was the climate in which the public library gained ground in the Netherlands. In later periods, we shall see that the views of field and government are congruent in the years when education is defined primarily in terms of permanent education...Years of opposition and mutual lack of understanding are those in which government gives a tighter and narrower definition to its motives for financing, and therefore to its interpretation: the field operates on the principle that government accepts and subsidizes public libraries as a 'provision', the government takes the position that it is subsidizing a 'function'. (Van de Roer 1989, p. 260)

This had been the case with the 1921 subsidy, when the Minister of Education, Arts and Science saw the contribution public libraries could make to adult education. Clause 2 of the regulations stated clearly that:

Public reading rooms and libraries must be of a generally educational and instructive nature, and eschew all morally damaging and exclusively propagandist literature.

(*Rijkssubsidievoorwaarden-1921*,. Article 2. Cited in Van de Roer 1989, p.260).

This educational model was followed in the granting of subsidies to the denominational libraries, and in all cases inspection was introduced and norms and requirements set down for accommodation and staff. The same model was carried through to the 1975 Public Libraries Act. According to Van de Roer (1989, p. 261), because the educational vision was broad, and the Act was going through at the height of the permanent education idea which was subscribed to by both the Ministries of Education and Science and of Culture, Recreation and Social Work as well as the library field³, government vision and the vision of the

³ It should be remembered at this time that public libraries came under the Ministry of Culture, Recreation and Social Work.

field were so close that there was general agreement on the broad lines, and little mention of any other aspects. The result was 'general agreement and general euphoria' (p.261).

De la Court (1974, p. 125) referring to his own book, pointed out the extent to which a publication in early 1974 on the position of public library work in permanent education was determined by the prevailing political climate, and how easily it could be rendered out of date by, for instance, the failure of the Public Libraries Bill to be adopted by parliament.

The Act, as we have seen, went through, but the euphoria was short-lived. Van de Roer (1980) commenting on 'Five years of the Public Libraries Act' provides a summary of the interplay of circumstances in the period from 1975-1980. The years leading up to the Act, the preparatory years (1968-1972) were a period of considerable economic growth, with North Sea gas providing good prospects for the future - a favourable economic climate thus. By the time the Act was introduced this climate had changed considerably. The intention had been to phase in the Act over a ten to fifteen year period, with gradual increase of the state contribution up to 100% of staff costs and 15% of non-staff costs, the rest being the responsibility of local authorities. This division of responsibilities led to problems.

The NBLC began to do more public relations work on behalf of public libraries from 1972 onwards. The whole legislative process had given libraries extra publicity. The clause in the Act making the borrowing of books free of charge to young people up to the age of eighteen had led to a sharp increase in library use. Municipalities had spent on books and accommodation ahead of targets, so that by 1978 a considerable number of libraries had reached the levels of book stock, accommodation and opening times planned for 1990. Between

1976 and 1979 a hundred or so new libraries were built to the requisite standards. The great need was for more staff to cope with the increased use, and local authorities could not meet this.

Nor could government. The 1981 budget introduced cuts for library work. The percentage of funding for staff was held at 10% instead of being increased to 15%, and it was planned to reduce the anticipated percentage for 1982 from 20% to 15%. Free access for young people was brought down from 18 to 16 years (to coincide with compulsory education). The minimum contribution was raised from Fl 7.50 to Fl 12.50 per annum.

Van de Roer (1980, pp. 322-323) points out that libraries would have to draw in their horns, something which libraries had hitherto had difficulty in reconciling with their role and objectives. The Public Libraries Act had set no limit to activities, defining the public library as a library intended for, and accessible to everyone, in which collections of books, periodicals, newspapers and audio-visual materials that were up-to-date and representative of the whole cultural field were made available.

However, Van de Roer (1989, p.261) points out that the Memorandum in Reply to the Act (*Memorie van antwoord* 1974) had emphasized the educational function of the public library, and when libraries requested more staff and funds to meet the increased work-load, they were told that if they limited themselves to the educational, informative work for which they were financed and did less on the recreational side, resources would be adequate.

Stein (1977a, p.29) had alluded to the discrepancy between the importance statesmen appeared to attach to the function of the public library in support of adult education (not just the Open School, but a whole gamut of initiatives), and the means being made available. He did not see this as a reason for

libraries to give up, rather to bring political pressure to bear to ensure that promises made concerning the distribution of knowledge and power were realized.

Meanwhile, as we saw in Chapter 6 of this study, public libraries had had their own discussion on aims and objectives, defined ultimately as furthering the free flow of information by making it available to everyone (see NBLC 1979).

...public libraries are service institutions which attempt to realise their aim for all individuals or groups in Dutch society.

This service function means that public libraries are "free places" where people can select from material which they think they need, irrespective of the purpose for which, or the manner in which they use the material: recreation, information, education or something else. (NBLC 1979, p.3)

The objectives which the library field set itself were, in the opinion of Van de Roer (1980, p. 323) no more about limitations and the setting of priorities than was the Public Libraries Act.

The legislative framework

As we have seen from earlier chapters of this study, the 1975 Public Libraries Act was intended to have a limited life, and the position of public libraries within the legislative framework would be reviewed. In 1980, in an interview with Frans Stein (Stein 1980) reported in *Bibliotheek en samenleving*, when asked why the Ministry of Culture, Recreation and Social Work had such a problem with positioning public libraries, Van de Roer attributed the difficulty to the nature of public library work itself, which is multi-faceted, and to the very general nature of the aims which the profession had formulated (NBLC 1979).

Such a general definition is difficult to situate within government policy. (Stein 1980, p. 313)

If you keep the present, broad, vague aim, it means that public library work demonstrates aspects of media/information policy, of cultural policy, and of recreation policy, without any one of them having priority. (Stein 1980, p. 314)

1980, as we know, was a time for prioritization as far as the political climate was concerned. The nature of the public library, Van de Roer believed, was shown most clearly in the lending function. That is where he saw the emphasis as lying, rather than on the provision of specific information (p. 314). A 'mass' function, thus.

When probed by Stein (1980, pp. 314-315) on developments in the 'welfare' area, notably the municipal social-cultural, education and welfare plans, and whether public library work had a place in 'welfare', Van de Roer agreed that in its current form this would be an appropriate place, making public libraries part of local policy-making, his only doubt being over the 'information' function, with the public library as part of a total system, although this function could be carried out in the main only by the larger libraries. However, as Stein (p. 315) himself noted, Van de Roer seemed strongly persuaded that most public libraries did in fact both act as social-cultural and welfare services, and as agencies supporting such work.

In any case present-day public library work is such that it demonstrates aspects which are identical to aspects of social-cultural work also. (Stein 1980, p. 315)

These common aspects he identifies as 'raising consciousness', 'development' and 'recreation'. He returns to the ideas set out by Greve (covered in Chapter 6 of this study), and the distinction between the 'public reading room' and the

'popular libraries', the former having an educational aim, the latter more one of keeping people occupied (Stein 1980, p. 316).

Van de Roer refers to the educational/information aspects of the 1975 Public Libraries Act, which is where he saw the emphasis lying. When looking at what public libraries were doing with the money provided by government, he saw a mismatch between the aims of the Act and the activities of libraries.

Public libraries should concentrate on what they are intended for, and that is very clear in the Memorandum in Reply to the Public Libraries Act. There public library work is seen as an essential part of policy aimed at bringing about new attitudes to knowledge, at creating equal opportunities as far as knowledge and skills are concerned. In the light of these objectives it is evident that the educational/informative function of the public library has priority over the recreational. (Stein 1980, p. 316)

Van de Roer saw the problem of 'education' or 'recreation' as one of quality definition, determining the level of material maintained. Attention to this would reduce the number of loans.

This is precisely the kind of thinking that De la Court (1978 a and b) had in mind when he referred (as we saw in Chapter 7 of this study) to the library profession, in its formulation of aims, having opted for both 'one *and* the other' (i.e. the educational and the recreational), to the practical difficulties of separating the two, and in his concerns regarding the timing of Frans Stein's report (1977a) on the educational support function.

Let us make no mistake: in a time of economies, setting priorities all too soon becomes doing one thing at the expense of another. (De la Court 1978b, p.199).

The tensions are clearly illustrated.

In his concluding remarks De la Court pleaded for giving support to educational work higher priority without taking anything away from the basic functions of the library. This he believed could be done by improved working practices and more attention to training and retraining (p.201).

As we know, in 1987 public libraries were included in the Social Welfare Act in a move on the part of government towards decentralization. At least the uncertainty as to where they would be placed was over, even if they felt they were being wrongly positioned. (In 1986, it should be remembered, the Ministry under which libraries resorted, Welfare, Health and Cultural Affairs had withdrawn from adult education.)

As we saw in Chapters 7, 8, 9 and 10 of this study, throughout all the difficulties libraries played a considerable part in the education of adults, continuing, as government prioritized provision, to co-operate with projects while maintaining a general, basic function. Gradually this work became embedded in 'normal' library activities, in the same way as work with schools, and the support function was given official recognition in the context of adult basic education via the NBLC and SVE joint effort, the National Centre for Learning Resources in Adult Education.

In his 1989 review Van de Roer (p.262) declares that the alignment of libraries with the 'free flow of information' was in fact sufficient of itself to cause government to withdraw from involvement - withdrawal was both a logical and a necessary step. Dutch society and the Dutch government set great store by the right to distribute information freely, and without interference from government.

Final summation

From the foregoing we have seen that although in the period under review (1969-1991) there were far-reaching changes in the education of adults in the Netherlands, and many opportunities were opened up, no integrated system of all forms of adult education, as envisaged in the original statements on the introduction of the principle of lifelong or permanent education, was achieved.

With regard to a role for public libraries in the education of adults, the attitudes of both the educationalists and politicians, as well as those of the library profession, were positive. What might be construed as a degree of reluctance on the part of some librarians could be explained as a desire not to lose their more general function, or to be manipulated by government in a tightening economic climate.

Although there were considerable changes in the education of adults, and the methods used, work with adults remained basically a 'group' activity, and public libraries developed a recognized 'support function' to institutions and groups.

Van Ommen (1978) identified the difference in stance between De la Court (1974) and Stein (1977a) with regard to the educational role of librarians as mainly one of emphasis, Stein advocating a more active and individual approach. However, in the Netherlands no attempt was made to introduce a service along the lines indicated by the Adult Independent Learning Project in the United States (Mavor et al 1976), something which would have fitted with the spirit of the Public Libraries Act, and the origins of public libraries. Hendrik van der Zee (1992), expressing disappointment at the way the libraries' support role had become concentrated on basic education and support to adult

education centres, points out that they have a responsibility to everyone for self-development, that people do learn independently, and need to go on learning. He returns to the basic tenet of Greve (1906):

Public education and public reading rooms stand on one common footing: bringing opportunities for self-development to everyone. (Greve 1906, p. 491)

In looking at how things developed, it would seem that an opportunity was missed.

The study, although concentrating on the attitudes of educationalists and politicians seeking to introduce change on the one hand, and the public libraries on the other, none the less has shown that these are influenced by the government structure within which libraries are situated, the relationship of this structure to the structure for adult education, the legislative framework, and political and economic circumstances.

The introduction to the study listed a number of factors which it was anticipated might be relevant to the reaction of the library profession to the attempts to open up educational opportunities. These have not been pulled out for separate consideration in the text, but treated as strands running through it. The findings are listed below.

Table 5 Factors relevant to the library profession

Identification by the profession with the concept being introduced	The profession appeared to identify strongly with the principle of permanent education
A clear idea of the role of the library	Both educationalists and professional leaders saw a role for the library, though the same was not always true at local level, and the detail had to be worked out in practice
A clear idea of the role of the librarian in e.g., guidance, teaching, user education (The librarian as Readers Adviser/Librarian-tutor?)	Librarians saw themselves as supporting adult education, not as tutors. They saw a role for themselves in educational guidance in the provision of information on opportunities. They identified the importance of user education and worked on this with both tutors and participants in courses/projects.
Setting of priorities	Government prioritized in favour of education for the disadvantaged, finally adult basic and vocational education. Librarians identified with what they saw as a democratic trend, and supported initiatives. But, in terms of their own identity and work, they were unwilling to set priorities, opting to retain their 3 functions of education, information and recreation.
Staff training	Training needs for librarians were identified by both educationalists and librarians, as was the need for some joint training with adult educators. The NBLC organized training for library staff.
Use of existing resources	Government thinking behind the attempt to introduce the concept of permanent education was premised on the use of existing resources, including libraries. Libraries responded mainly from within their existing resources.
Co-operation/networking	Librarians and adult educators did co-operate, though there were some problems
The professional association as catalyst	The NCVO (later SVE) played a key part on the adult education side The NBLC played a key role in discussion with government and the library profession, in co-ordination and training, and in the development and making available of materials

The role of professional leaders	Key figures emerged on both sides. In adult education Stapel, Snijders, De Moor, Hajer, Roessingh, Van Enckevort. On the library side De la Court, Stein and Hulshoff.
Charismatic characters	3 political figures stand out in connection with the attempts to introduce the concept of permanent education - Klompé, Veringa and Van Ommen. Klompé and Van Ommen showed considerable interest in the role of libraries.
The views and attitudes of the educationalists	These were positive as regards a role for public libraries
The role of government	Government wished to introduce change in the education of adults to increase opportunities initially. Successive governments prioritized with increasing stringency
The external environment	Initially favourable, the economic climate worsened significantly

Systemic planning

One thing that emerges from the study which has not been highlighted specifically so far is the need, in attempting to introduce complex change, particularly across sectors, for systemic planning.

Although the Open School Committee envisaged the use of libraries, libraries were not represented in the composition of its membership. That representation was on the Committee for the Development of Local Educational Networks. When Open School Work Groups were set up on co-operation within Open School projects, and later, within adult literacy/basic education projects, librarians mentioned as a hindrance in both instances the fact that there was no structural linking.

De la Court (1978a, p. 140) also identified problems due to the fact that many of the new activities were 'pilot projects', 'experiments', 'spontaneous activities', with lack of clarity as to structure, and also with financial uncertainty. This point was specifically made six years later by Werkman (1986) with regard to work in Noord-Holland on a resource bank for adult education. In the case of the Open universiteit, libraries appear to have been almost an afterthought, and serious action to have been brought about largely by the library profession itself via the establishment of the FOBID Committee.

Krol (1986, p. 189) reminds us of the constantly changing field of education for adults, and the discussions concerning the legal framework and the organization at local and national level. Schop (1984) referred to the 'morass of legislation' concerning the proposed Social Welfare Act and related legislation under discussion that would affect libraries. Within the confines of this study it has not been possible to go into these matters in detail, any more than it was possible to enter fully into an examination of the political and economic climate. These are matters, however, which merit further examination.

In the light of the above it is apposite to note here some observations made by Istance, D. et al (eds) (2002) in the introduction to their review volume on progress in developing lifelong learning over the past thirty years, and current challenges to policy makers.

It is no coincidence that the discourse on lifelong learning has flourished most at the international level, detached from the structures of power and decision-making that dominate national systems. It can be described as an international concept that increasingly strikes chords in national arenas, but it is not clear that either the policy channels or sufficient consensus of purpose exists [*sic*] in many countries to translate the enthusiasm into coherent action. (p.18)

The nub of the problem, in the view of the editors, is:

...the stubborn, almost banal difficulty of bringing about change at systemic as well as institutional levels. It applies with particular force to lifelong learning, as this is conceived to take place in much more diverse, complex, often informal settings than any single 'system', for which the agencies of change are highly diffused. (p.18)

The present study illustrates this complexity and the problems, even when very considerable enthusiasm to implement change clearly exists among many of those concerned, in different sectors and at different levels.

Continuation: building on the study

The thrust of this study, as has been said before, was to test the extent to which the educational potential of public libraries was recognized by the educationalists and politicians attempting to open up educational opportunities in the Netherlands in the period 1969-1991, and by the library profession itself in its reaction and response, (a study of attitudes, thus) while showing that other factors also played a part.

A strong secondary aim was to open up the literature, very little relevant English language material being available.

Both of the above aims were fulfilled, but inevitably within the confines of such a study, some matters were treated more fully than others. To move the study forward, and build upon it, a number of things can be done.

- Undertake a more detailed analysis of the political and economic climate in the Netherlands in the period under review, and the 'morass of legislation', actual and proposed, with regard to adult education and its

financing, and also with regard to libraries, with a view to gaining a fuller understanding of these external factors on the libraries' reaction.

- Undertake similar studies in other European countries open both to the influences of Unesco and the Council of Europe in the same period, to examine how they reacted.
- Using the information gained from the existing study, apply 'soft systems methodology' to analyse what was going on. Soft systems methodology is an organized thought process for making sense of complex situations. It is designed to enable a practitioner to find out what is going on and to work out what might be done about it.⁴ A number of significant factors/issues which could be used in such analysis have been identified above. From the results of such an analysis it might be possible to work out what could/should have been done to achieve better effect.
- By making a number of such analyses across differing countries, it might be possible to build a model for harnessing the educational potential of public libraries more effectively to the needs of adult learners.

It is results from studies such as suggested above that will have the greatest impact on library services to adult learners, not attempts to assess or replicate the services described in this study. The latter are, inevitably, trapped in a time/place capsule. The detail of any future services will need to be

⁴ A standard work on soft systems methodology is Checkland, P. and Scholes, J. (1990) *Soft systems methodology in action*, Chichester etc., John Wiley & Sons.

appropriate to the times and locations in which they are being set up, and any model would need to be sufficiently flexible to take account of local conditions.

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Glossary

ALRA Adult literacy Resource Agency

ALU Adult Literacy Unit

BE Basiseducatie - Basic education

BNVU Bond van Nederlandse Volksuniversiteiten - Federation of Dutch
People's Universities

CBEV Commissie Betaald Educatief Verlof - Committee on Paid Educational
Leave

CBPEN Commissie Bevordering Plaatselijke Educatieve Netwerken -
Committee for the Development of Local Educational Networks

CEDEFOP European Centre for the Development of Vocational Training

CJV Christelijke Jongeren Verbond - Young People's Christian Association

COHO Commissie Ontwikkeling Hoger Onderwijs - Committee for the
Development of Higher Education

COS Commissie Open School - Open School Committee

COWO Commissie Ontwikkeling Wetenschappelijk Onderwijs - Committee on
University Education

CRM Cultuur, Recreatie en Maatschappelijk Werk, Ministerie van - Culture,
Recreation and Social Work, Ministry of.

- CV** Centrale Vereniging voor Openbare Leeszalen en Bibliotheken in
Nederland - Central Association for Public Reading Rooms and Libraries
in the Netherlands
- CVOU** Commissie Voorbereiding Open Universiteit - (Dutch) Open University
Preparatory Committee
- CVOV** Commissie Vormings- en Ontwikkelingswerk - Advisory Committee on
Adult Education
- DES** Department of Education and Science
- DIFE** Department for Education and Employment
- DMLB** Directie Media, Letteren en Bibliotheken - Department for Media,
Libraries and Literature
- FOBID** Federatie van organisaties op het gebied van het bibliotheek-,
informatie- en documentatiewezen - The Federation of Library,
Information and Documentation Organizations
- HAVO** Hoger Algemeen Voortgezet Onderwijs - Senior General Secondary
Education
- HMSO** Her Majesty's Stationery Office
- IFLA** International Federation of Library Associations
- IIEP** International Institute for Educational Planning
- LA** Library Association
- LCPVE** Landelijke Coördinatiegroep Projecten Volwasseneneducatie - National
Co-ordination Group for Projects in the Education of Adults

- LPEN** Landelijke Projectgroep Educatieve Netwerken - National Project Group on Educational Networks
- LPIOS** Landelijke Projectgroep Introductie Open School - National Project Group on Introducing Open School Methods
- MAVO** Middelbaar Algemeen Voortgezet Onderwijs - Junior General Secondary Education
- NBLC** Nederlands Bibliotheek en Lektuur Centrum - Dutch Centre for Libraries and Literature
- NCB** Nederlands Centrum Buitenlanders - Dutch Centre for Foreigners
- NBD** Nederlandse Bibliotheekdienst -Dutch Library Services Agency
- NCVO** Nederlands Centrum voor Volksontwikkeling - Netherlands Centre for Adult Education., also sometimes referred to as the Netherlands Association of Adult Education Organizations
- NIVON** Nederlands Instituut voor Volksontwikkeling- en Natuurvriendenwerk - Dutch Institute for Adult Education and Friends of Nature
- Nut** Maatschappij tot Nut van 't Algemeen - Society for the Promotion of Public Well-being
- O & W** Onderwijs en Wetenschappen, Ministerie van - Education and Science, Ministry of
- PCBB** Pedagogisch Centrum Beroepsonderwijs Bedrijfsleven - Centre for Vocational Education and Business Studies

- RABIN** Raad van Advies voor het Bibliotheekwezen en Informatieverzorging -
Library and Information Services Council
- RSB** Regionale Steunbibliotheek - Regional Support Library
- RSF** Regionale Steunfunctie - Regional Support Function
- RVE** Raad voor de Volwasseneducatie - Advisory Council on Adult Education
- RVU** Radio Volksuniversiteit - Radio People's University
- SoZa** Sociale Zaken, Ministerie van - Social Affairs, Ministry of
- SPOS** Stichting Proefprojecten Open School - Open School Pilot Projects
Foundation
- STOOS** Stichting Ontwikkeling Open School - Open School Development
Foundation
- SVE** Landelijk Studie-en Ontwikkelings Centrum ten dienste van de
Volwassenen-Educatie - National Research and Development Centre for
the Education of Adults
- Teleac** Television Academy
- VE** Volwasseneneducatie - education of adults
- VFOB** Vereniging van Functionarissen in Openbare Bibliotheken - Association
of Library Staffs
- WSB** Wetenschappelijke Steunbibliotheek - Academic Support Library
- WSF** Wetenschappelijke Steunfunctie - Academic Support Function

WVC Welzijn, Volksgezondheid en Cultuur, Ministerie van - Welfare, Health
and Cultural Affairs, Ministry of.

WVO Wetenschappelijk Voortgezet Onderwijs -Academic Secondary Education

Appendix 1

ADULT EDUCATION BACKGROUND - IMPORTANT EVENTS - THE NETHERLANDS

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|-------------|---|
| 1966 | Netherlands Centre for Adult Education (NCVO) established. |
| 1969 | Beekbergen Round Table Conference, November. |
| 1969 | NCVO Committee presented its report: 'Function and future of adult education in Dutch society' (<i>Functie en toekomst.....</i>). |
| 1969 | Interdepartmental Working Group established to promote co-ordinated preparation of training policy. |
| 1970 | Helvoirt National Unesco Committee Conference on 'Education in the context of permanent education', October. |
| 1970 | Committee for the Development of University Education established. |
| 1970 | Committee on Informal Adult Education established, October. |
| 1971 | 10th <i>Conferentie Volksopvoeding</i> , organized under the auspices of the Belgian Dutch Cultural Accord held in January. |
| 1971 | The Ministry of Culture, Recreation and Social Work made money available in its budget for 1971 for experiments in continuing education, thus fulfilling the promise made at the Beekbergen conference. |
| 1971 | Government memorandum on educational broadcasting. |

- 1972-75** Experiments in continuing education ran, with government subsidy.
- 1972** NCVO Planning memorandum.
- 1972** Agora Conference on audio-visual resources in Groningen.
- 1972** Public Libraries Bill.
- 1973** Rotterdam conference on the relationship between work and further education.
- 1973** The new cabinet announced that it wished to pay extra attention to the weaker elements in society, among other things in a policy directed towards the dissemination of knowledge (alongside and in relation to the distribution of power and incomes).
- 1974** The Open School Committee was established on 25 June.
- 1975** February. 1st report from the Open School Committee: 'Principles and priorities' (*Uitgangspunten en prioriteiten*).
Proposed 3 pilot projects be set up for deprived groups, to run from 1977 to mid 1979.
- 1975** Contours memorandum presented to parliament in June and widely circulated.
- 1975** The Committee for the Development of Local Educational Networks established in June.
- 1975** December. 2nd report from the Open School Committee: 'A closer look at the three pilot projects' (*De drie proefprojecten nader beschouwd*).

- 1975** Public Libraries Act. This set the work of public libraries in the context of continuing education.
- 1976** Holland ratified convention 140 of the International Labour Organisation on paid educational leave.
- 1976** OECD review of the 'Contours memorandum'.
- 1976** The Committee for the Development of Local Educational Networks first report in May - 'Problems and priorities in the preparation of educational networks' (*Problemen en prioriteiten bij de voorbereiding van educatieve netwerken*).
- 1976** Ministry of Education and Science memorandum 'Higher education in the future' (*Hoger onderwijs in de toekomst*).
- 1976** Research report into part-time higher education published: 'Towards the Dutch evening university' (*Op weg naar de avonduniversiteit van Nederland*).
- 1976** The Open School Pilot Projects Foundation (Stichting Proefprojecten Open School - SPOS) was set up in October to carry out the pilot projects for which ministerial approval had been given.
- 1976** The Open School Committee presented its third report in December: 'The structure of multi-media education for adults: a provisional sketch' (*De structurering van multi-mediale volwassenen-educatie: een voorlopige schets*).

- 1977** At the beginning of 1977 research into the nature and extent of illiteracy and semi-literacy in the Netherlands was commissioned by government.
- 1977** Contours memorandum 2: follow-up memorandum appeared in March.
- 1977** In April the Committee for the Development of Local Educational Networks produced its second report 'Planning for educational networks':(*Door planning tot educatieve netwerken*).
- 1977** September. A conservative estimate of a 4% illiteracy rate was arrived at in the report 'Illiteracy in the Netherlands' (*Analfabetisme in Nederland*).
- 1977** 1st September Open School pilot projects began in 14 locations.
- 1977** A Working Conference with workers in the field of literacy work held at the end of September.
- 1977** Open School Pilot Projects Foundation (Stichting Proefprojecten Open School - SPOS) established in October to carry out the pilot projects.
- 1977** Open School Committee and Committee for the Development of Local Educational Networks established, in the Autumn, a Joint Working Group on Literacy.
- 1977** The Committee on Paid Educational Leave established, under the auspices of the Social-Economic Council.

- 1977** Committee for the Development of Higher Education report: *Towards a new system of higher education.*
- 1977** Ministry of Education and Science *Memorandum on an open university in the Netherlands.*
- 1977** Open School Committee/Committee for the Development of Higher Education report: *Open higher education.*
- 1977** Open University Preparatory Committee established.
- 1978** The Minister of Education and Science designated as Co-ordinating Minister for the education of adults.
- 1978** Regular discussions between the Ministries over education for adults were started in February.
- 1978** Government policy memorandum: 'Opening up higher education' (*Hoger onderwijs voor velen*).
- 1978** Interim report of the Joint working Group on Literacy of the Open School Committee and the Committee for the Development of Local Educational Networks 'Development work for literacy' (*Ontwikkelingswerk t.b.v alfabetisering*).
- 1978** The Interim Report of the Committee on Paid Educational Leave.
- 1978** In May, the interim report of the Open University Preparatory Committee: 'The main features of the Open university' (*De open universiteit in grote lijnen*).
- 1978** In July, the third report of the Committee for the Development of Local Educational Networks (seventh report of the Open School

Committee): 'Costs and financing of education for adults in the future' (*Kosten en financiering van de volwasseneneducatie in de toekomst*).

- 1979** Open School Committee and the Committee for the Development of Local Educational Networks published their joint report on 'Literacy for Adults and more besides' (*Alfabetisering van volwassenen en verder*) in January.
- 1979** Committee for the Development of Local Educational Networks produced its main recommendations in the 5th report: 'Building adult education networks' (*Educatieve netwerken in opbouw*).
- 1979** Open School Committee produced its main recommendations in the 9th report: *Towards open learning opportunities for adults*.
- 1979** Open University Preparatory Committee definitive report: *The Dutch Open university*.
- 1979** Ministry of Education and Science policy report: *The establishment of an open university in the Netherlands*.
- 1979** On 6th November the relevant Ministers sent a letter to Governmental Standing Committees on Culture, Recreation and Social Work, Education and Science and Social Affairs stating the desirability of deliberations and decision-making over adult education matters being handled in a coherent way between committees and Government.
- 1979** Committee on Informal Adult Education (Commissie Vormings- en Ontwikkelingswerk (CVOV) on 16th November at its own

initiative presented a report 'Education for adults must be got off the ground' (*Volwasseneducatie moet van de grond komen*).

- 1979-86** Projects Policy (Projectenbeleid). Co-operative innovatory projects were set up in the field of education for adults for a period of approximately three years.
- 1980** Open School Committee and Committee for the Development of Local Educational Networks were dissolved. A new phase in the development of policy with regard to the education of adults begun.
- 1980** Provisional Advisory Group on Education for Adults established.
- 1980** Professor R.A. De Moor charged in March with preparing the Co-ordination Structure. In June his report appeared: 'Report on the national co-ordination of the projects in the education of adults' (*Advies over de landelijke coördinatie van de projecten volwasseneneducatie*).
- 1981** Official inauguration of the National Co-ordination Group for Projects in the Education of Adults.
- 1981** Committee for the Development of Higher Education 9th (final) report: *Unity and diversity of higher education*.
- 1981** Official closure of Open School Pilot Projects.
- 1981** *Beginselennota* (Report on the 'Basic elements of adult education').

- 1981** In the Autumn, a Project Minister for the Education of Adults appointed. Decision taken to develop a policy plan for basic education.
- 1982** Committee on Paid Educational Leave final report.
- 1982** Government grants scheme to local authorities for social-cultural work (*Rijksbijdrageregeling sociaal-cultureel werk*).
Municipalities become formally responsible for the planning, quality and appropriateness of social-cultural activities.
Interdepartmental policy becomes one of decentralization.
- 1982** Open School final report, from the Open School Pilot Projects Foundation since the Open School Committee had been disbanded in the interim.
- 1982** Open university founded.
- 1982** November 22 the Prime Minister stated in the declaration of intent of the new government that 'offering education and training to those who have had few opportunities so far remains the central task for adult education.'
- 1982/3** 'Mainlines' reports on adult education (*Hoofdpijnen notities*).
- 1984** Open university began teaching activity.
- 1985** General Law on Adult Education(*Kaderwet Volwasseneneducatie*)
Private Member's Bill (*Initiatiefwet*).

- 1986** Advisory Council on the Education of Adults (*Raad voor de Volwasseneneducatie - RVE*) established, under the chairmanship of Leo van Ommen.
- 1986** Ministry of Welfare, Health and Cultural Affairs withdrew from adult education and from the Council.
- 1987** Regulations for Adult Basic Education (*Rijksregeling Basiseducatie*) introduced.
- 1991** General Law on Adult Education 1991 (*Kaderwet Volwasseneneducatie 1991*) came into force.

Appendix 2

DISCUSSION POINTS FOR THE LOCAL, REGIONAL, AND/OR NATIONAL MEETINGS TO BE HELD ON THE AIM OF THE PUBLIC LIBRARY AND ITS PLACE IN WELFARE WORK AS A WHOLE

1. Is it desirable for the public library to aim to provide
 - (a) **information of all kinds**, or
 - (b) information designed to further the **processes** of emancipation?
2. Should a library be
 - (c) primarily an institution which everyone can turn to for information on all kinds and aspects of knowledge (lifelong education), or
 - (d) direct itself rather to the furtherance of **change in society**?

Under b If the library aspires to an emancipatory aim, should it then

- (b1) provide only **guidance** to the relevant population groups in the provision of information, or
- (b2) play an **active** role in mobilizing these groups?

Under c As the instrument of, and support service for lifelong education in the whole of welfare work, should the public library

- (c) simply fulfil a role in **guidance** in the provision of information, or
- (c1) also mobilize its users by means of **active education** - in co-operation with other social-cultural organizations?

Under d. If the library wishes to effect changes in society, for which groups of the population must it make a particular effort?

for instance, should the library

- (d1) make the **working class** aware of the present **social structure**, or

(d2) pay particular attention to serving the emancipation of **all disadvantaged groups**, or

(d3) above all improve the '**cultural experience**' of those groups of the population which - by virtue of their home and/or work circumstances - have had little such experience?

3. What stance should the public library take on the transfer of information?

Should it adopt

(a) a passive stance; i.e. the public library provides information only if it is asked for;

(b) an active stance; i.e. the public library does not wait until information is asked for, but makes the inhabitants of its catchment area aware that it has information on certain subjects;

(c) an aggressive stance; i.e. the public library provides the information unsolicited, if needs be, to the people it is appropriate for, whether in the library or elsewhere.

4. Should the public library become involved in problems which present themselves in its catchment area? If so, should it

(a) simply collect information on these problems and make it available, or

(b) collect information and convey it actively or aggressively - in the sense of what is suggested in discussion points 3b and c, or

(c) also develop initiatives in seeking solutions?

5. Should the public library take the initiative itself as far as making available space for recreational, cultural and social purposes?

6. Should the public library increase its accessibility by offering facilities such as coffee-rooms, space for recreation, crèches, meeting-rooms, and such like?

7. In what form should the public library make material available? Only in print form, or also in audio-visual form?

If one or more of the above aims are selected, among others the following questions still remain:

A. Is the public library

(i) an institution which should seek to serve aims (educational, recreational, cultural etc.) set primarily by the **librarian**, or

(ii) a social institution, aimed primarily at meeting the information needs of its **members**, or

(iii) a social institution aimed primarily at meeting the needs of people who live in its catchment area?

B. Do the aims of confessional libraries differ essentially from those of general libraries?

C. (i) Will a general aim, applicable to all libraries, suffice, or

(ii) does every library need to formulate its own aim, according to the needs of the people living in its own catchment area, or

(iii) in addition to a general aim, does every library still need to formulate a separate aim, according to the needs of people living in its own catchment area, and derived from the general aim which applies to all libraries?

D. Is the public library as source of information the essential (basic) service, on to which are grafted all other services in the area of education,

social-cultural work, community education and recreation, or is it only one of the many institutions in this sector?

Duijker (1974) Appendix C. Translated by S.M. Dale

